DOCUMENT RESUME

ED 179 814	CE 023 648
TITLE	A Special Report to the President and to the Congress of the United States by the National Advisory Council on Extension and Continuing Education.
INSTITUTION	National Advisory Council on Extension and Continuing Education, Washington, D.C.
PUB DATE	30 Sep 79
NOTE	146p.: Photographs and italicized print in this document will not reproduce well
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (Stock No. 040-000-00409-2)
EDRS PRICE	MF01/PC06 Plus Postage.
DESCRIPTORS	Access to Education: *Adult Education: Adult Learning: Educational Finance: Educational Needs: *Educational Planning: *Educational Policy: Educational Programs: Extension Education: Federal Aid: Full Time Students: *Government Role: Part Time Students: *Postsecondary Education: Program Development: Public Policy
IDENTIFIERS	Higher Education Act Title I: International Communication Agency: *Lifelong Learning: National Advisory Council Extension Continuing Ed: National Institute of Education

ABSTRACT

This report points out that the U.S. is virtually alone among industrialized countries in having no officially recognized body through which a dialog can be sustained on adult education matters. Furthermore, the delivery system is too often prevented from delivering needed services by its near-total dependence on tuition income. Activities of the National Advisory Council speak to these and other national issues, describing public hearings, meetings with concerned officials and representatives, and recommendations for action. The report recommends to the President that the Executive Branch activate its leadership potential in educational planning, policy, and program development for the unserved and underserved adult learner: expand the scope of NIE (National Institute of Education) research activities; and encourage ICA (International Communications Agency) support for adult and continuing education. The Congress is requested to reauthorize Title 1 of the Higher Education Act to imporve ways of meeting adult learning needs. Congress, the report emphasizes, should find ways to encourage and support those who are unable to study full-time and who are discriminated against economically. Appendixes include an executive summary and discussion of federal policies for postsecondary continuing education, an analysis of the current federal role in support of such education, and a summary of public hearings on Title 1. (CP)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED179814

A Special Report to the President and to the Congress of the United States

by the National Advisory Council on Extension and Continuing Education
September 30, 1979

CE 023 648

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

The National Advisory Council on
Extension and Continuing Education
425 Thirteenth Street, N.W., Suite 529
Washington, D.C. 20004

Postage and Fees Paid
U.S. Department of H.E.W.
HEW 395

It is in the national interest of the United States that higher education resources be developed and augmented to the end that lifelong learning opportunities for all citizens, regardless of previous education or training, be widely available to promote the continued vitality of our free society.

The National Advisory Council on Extension & Continuing Education

425 Thirteenth Street, N.W. – Suite 529
Washington, D.C. 20004
(202) 376-8888

September 30, 1979

The President
The White House
Washington, D.C. 20500

Dear Mr. President:

I am privileged to transmit to you, on behalf of my colleagues, a SPECIAL REPORT TO THE PRESIDENT AND TO THE CONGRESS OF THE UNITED STATES.

This report contains the Council's findings and recommendations regarding many aspects of the status of adult learning in the United States, with particular attention given to the Federal Government's role in support of public policies and programs for postsecondary continuing education.

In your letter to Congress transmitting the Administration's proposal to create a new cabinet-level Department of Education, you stated that greater national attention should be given to "...the increasing demands for retraining and learning opportunities."

The Council vigorously endorses your view. We urge you to direct the Department of Education to place major emphasis on the learning needs of the millions of adults beyond traditional school-going years who wish to further their education at the postsecondary level. The size, scope, and potential growth of this activity nationally makes such action imperative.

The studies and analyses of appropriate Federal policy culminating in this SPECIAL REPORT were begun nearly eighteen months ago. The Council engaged the support of hundreds of individuals and scores of organizations, both public and private, to aid in our efforts. These intensive, cooperative activities were given Council priority for two reasons: first, to recognize your Administration's commitment to education; and second, to anticipate the reauthorization of the Higher Education Act of 1965.

The Council respectfully submits this report and welcomes your consideration and response to it.

Sincerely,

John B. Ervin

John B. Ervin
Chairperson

A Presidential Council Established by Congress

CONTENTS

Page

Council Membership vi

Special Report

Introduction (Part I) 1

Major Issues (Part II) 3

Recommendations (Part III)

1. Federal Administration of Continuing Education Programs for Adults 8
2. U.S. Office of Education's Continuing Education and Community Service Program (Title I, HEA) 8
3. Federal Financial Assistance for Part-Time Learners (Title IV, HEA) 9
4. Federal Research Activities 9
5. International Activities and Implications for Adult Learners 9

Appendix

A. Federal Policies for Postsecondary Continuing Education 12

B. An Analysis of the Current Federal Role in Support of Postsecondary Continuing Education for Adults 25

C. Summary of Public Hearings on Title I, HEA 47

D. Council Recommendations for Reauthorization of Title I, HEA, Submitted to Honorable William D. Ford, Chairman, House Subcommittee on Postsecondary Education 87

E. Federal Financial Aid and the Adult Learner 102

F. International Dimensions of Continuing Education 111

G. Potential New Incentives for Private Support of Postsecondary Continuing Education 119

H. Federal-State Relations in Postsecondary Continuing Education . . . 125

I. 1978 Annual Report to NACECE from U.S. Office of Education's Community Service and Continuing Education Program 131

Council Members

PUBLIC MEMBERS

Chair **JOHN B. ERVIN**
Vice President
Danforth Foundation

Chair-elect **CRYSTAL A. KUYKENDALL**
Director for Urban &
Minority Affairs
National School Boards Association

***JOHN L. BLACKBURN**
Vice President
Educational Development
University of Alabama

NANCY M. BOYKIN
Director
Continuing Education for Girls
Detroit Public Schools

A. W. (BILL) CLEMENT
Project Director
Bureau for Faculty Research
Western Washington University

***ALLEN COMMANDER**
Vice President for Public Affairs
University of Houston

FRANCES M. DAVIN
Commissioner
Hillsborough County
Tampa, Florida

LEO C. DONAHUE
Education Consultant
Somerville, Massachusetts

LOWELL R. EKLUND
Dean, Division of
Continuing Education
Oakland University
Rochester, Michigan

HELMUT J. GOLATZ
Head, Department of Labor Studies
Pennsylvania State University

LEE R. KOLMER
Dean, College of Agriculture
Iowa State University

ROSALIND K. LORING
Dean, College of
Continuing Education
University of Southern California

***DANIEL E. MARVIN, JR.**
President
Eastern Illinois University

NOEL MYRICKS
Attorney at Law
Associate Professor
University of Maryland

RUPERT A. TRUJILLO
Dean, Division of
Continuing Education
University of New Mexico

---

*Term expired June 1979

FEDERAL MEMBERS

**GILBERT ANDERSON
Department of State

ALLISON BRYANT
Department of Housing and Urban Development

LLOYD FELDMAN
Department of Labor

JAMES R. FRITH
Department of State

SYLVIA G. MC COLLUM
Department of Justice

CHARLES W. MC DOUGALL
Department of Agriculture

LARRY MEIEROTTO
Department of the Interior

GEORGE L. B. PRATT
Department of Commerce

ALVIN TUCKER
Department of Defense

PRESTON VALIEN
Department of Health, Education, and Welfare

PROGRAM DELEGATE

CHARLES I. GRIFFITH
U.S. Office of Education

*J. EUGENE WELDEN
U.S. Office of Education

**JAMES R. ROBISON
U.S. Office of Education

STAFF

WILLIAM G. SHANNON
Executive Director

RICHARD F. MC CARTHY
Associate Director

JESSIE K. ULIN
Director, Research and Evaluation

JESSIE H. EXUM
Administrative Officer

DORI POTTER BYRON
Secretary

OLIVIA FLEMING
Secretary

**Retired April 1979

*Delegate until December 1978
**Acting Delegate: December 1978-May 1979

Council Members meet with Administration officials in The Roosevelt Room of the White House.

Special Report to the President
And to the Congress of the
UNITED STATES

I. Introduction

The National Advisory Council on Extension and Continuing Education is a public statutory body established by Congress.

The Council's major concern is to aid in public policy development at the federal level on matters relating to postsecondary education and learning opportunities for adults in the United States.

Twenty-one members serve on the Council. Twelve members are appointed by the *President* of the United States for overlapping three-year terms and represent a wide range of academic and community interests. Nine members are appointed by the heads of various federal agencies to represent the education and training interests of those agencies.

The Council reports annually to the *President* and to the *Secretary of the Department of Health, Education, and Welfare* on:

a. The administration and effectiveness of all federally supported extension and continuing education programs; and,

b. Findings and recommendations based upon this review and other Council activities.

The *President* transmits each report to the *Congress* together with his further comments and recommendations.

The Council is also required by *Congress* to advise the *U.S. Commissioner of Education* on the following matters:

a. The preparation of regulations and policy matters arising in the administration of title I-A ("community service and continuing education") of the Higher Education Act;

b. Policies and procedures governing the approval of state plans required by the program; and,

c. Policies to eliminate duplication and to help coordinate the title I program and other Federal extension and continuing education activities.

The Council's major responsibility is advisory. It conducts no programs of its own nor does it fund program activities by others.

The Council receives an annual appropriation from the U.S. Office of Education. This appropriation is used to underwrite meetings of the Council; to support the activities of a small professional and administrative staff in Washington, D.C.; and to conduct special research activities.

The Council conducts public hearings throughout the country on the average of five times a year.

These hearings allow the Council to solicit broad public participation in its discussions of educational issues, and to assess current and emerging regional, state, and local educational needs.

These sessions of the Council are supplemented by the activities of its committees, which meet approximately once a month to carry out specific tasks assigned to them by the Council.

In the last two years, these tasks have included research and policy development on such subjects as:

a. Federal financial aid programs and policies for independent adult learners;

b. Private sector support for adult learners;

c. *International dimensions of continuing education;*
d. *Reauthorization of the Higher Education Act;*
e. *Description and analysis of federal extension and continuing education activities;*
f. *Federal-State relations and state-based support for continuing education; and,*
g. *A national invitational conference on continuing education, manpower development, and lifelong learning.*

These activities generate the substance of the Council's reports to the *President* and to senior officials of his *Administration*. They also provide the basis for legislative testimony submitted by the Council to various congressional committees concerned with the authorization and appropriation of funds for educational programs.

In fiscal year 1979-80, the Congress will complete its reauthorization of the Higher Education Act. This legislation is central to the U.S. Office of Education's mission and provides the basis for its policies and programs in response to the postsecondary educational needs of individuals, institutions, community agencies, and local and state governments.

The *Administration* is also currently reviewing its priorities in postsecondary education. Various task forces have been assembled in the White House, the Department of Health, Education, and Welfare, and in the Office of Management and Budget to prepare proposals for funding higher education programs.

The results of these efforts may be reflected in the budget the *President* submits to *Congress* in January 1980, for funding of programs in fiscal year 1981 (October 1, 1980 to September 30, 1981).

The National Advisory Council on Extension and Continuing Education has worked closely with both the *Administration* and the *Congress*, and has shared with each the results of its public hearings, research, and special analyses of issues and policies affecting adult and independent learners.

The Council's direct contact with hundreds of educational and community leaders throughout the country; its special studies of federal extension and continuing education programs; its analysis of student demographic data and their impact upon postsecondary education; its investigation of select issues relating to continuing education and lifelong learning; and, above all, its willingness to solicit and listen to a wide range of opinion and comment, have encouraged the Council to advocate clearer, more equitable, federal and national policies for adult learning in the United States.

To that end, the Council has prepared this *Special Report to the President and to the Congress of the United States*. The *Special Report* suggests policy initiatives that are appropriate to the federal government, with specific recommendations that indicate how these policies might be implemented, and supporting documentation to strengthen the rationale for such policies.

II. Major Issues

REPORT FOCUS

There are two subjects of this *Special Report*. One is the condition of adult learning in the United States. The second is the inclination or the disinclination of the federal government to influence this condition and to help insure that all Americans are given the opportunity to share equally in the benefits of education and learning.

The question posed most often is:

Why should the federal government become involved in developing and expanding learning opportunities for adults?

This is a legitimate question. Equally legitimate are the counter-questions:

Through what process, by what ordering of priorities, has the federal government decided to refrain from committing itself efficiently and rationally to meeting the learning needs of that segment of the public which is most actively interested in learning and education?

How can it justify its investment in a wide range of continuing education activities and yet deprive that investment of the benefits of better coordination and policy guidelines?

There are risks and costs attached to any suggestion of further federal involvement. Greater consequences may be involved, however, if these risks are not taken, or if federal activities are allowed to proliferate without the assurances of cohesive policies, planning, and coordination.

The involvement of the federal government in the amelioration of such national issues as energy, conservation, environmental pollution, urban decay, or health care has seldom been seriously questioned. These are problems that exist everywhere, surmounting all other jurisdictional boundaries; they impact upon the general welfare of society in ways that are incalculable.

HUMAN NEEDS

As important as these issues are to society, none is greater in importance than that which ought to be attached to the condition of the nation's greatest resource—its manpower—and to the special care that must be given to those social institutions which serve and enlighten human potential.

In recent years, it has become law in this land that equity of access to postsecondary instruction and equal educational opportunities should be the expectation of every American.

To that end, federal, state, and local governments, private enterprise, community organizations, and academic institutions have rallied to provide the benefits of these guarantees to millions of Americans.

It is clearer now that without these guarantees and benefits, many individuals who have not been adequately served educationally in the past, would not have received the chance to enter the mainstream of American society, if they so chose.

The inclinations of the federal government, however, are characteristic of what too often happens throughout society: eligibility for these educational benefits is restricted largely to youths, who, it is commonly believed, will eventually yield to society the greatest returns on society's original investment in them.

SERVICE TO YOUTHS

This investment may appear calculating, but the risks associated with it are minimal. As a consequence, the federal government has developed policies and a multiplicity of programs to serve post-adolescent youths at the postsecondary level. These youths are the major, sometimes exclusive, beneciaries of federal student aid programs. The institutions, faculties, degree and credit programs, and other learning-related services which are designed primarily for them, benefit most from federal interest and attention.

The federal government has singled out disadvantaged youths for even greater attention, above and beyond its basic support for postsecondary education.

These disadvantaged are individuals who come from ethnic and minority backgrounds, from socially and economically weakened sections of the population.

In addition, specialized federal aid is extended to the handicapped, to veterans, to the bi-lingual, and to others, whose specialized learning needs separate them from the mainstream of American life and from the mainstream of postsecondary instruction.

But even for these disadvantaged youths, as for all youths generally, the benefits of federal policies and programs abruptly end in their young adulthood, or when their traditional undergraduate programming has run its course.

UNSERVED ADULTS

Disadvantaged or not, as these youths enter adulthood, they find themselves automatically removed from most federal education benefits. They soon join the millions of other adults in society whose access to further postsecondary instruction and learning is largely dependent upon their ability to pay out-of-pocket for further education.

Elementary and secondary education is almost totally subsidized by tax dollars. Nearly seventy percent of the students enrolled in traditional postsecondary instruction are also heavily subsidized, most frequently through tax revenues but also through private enterprise and philanthropic support.

With minor exceptions, adult learning at the postsecondary level or beyond depends largely on an individual's ability to pay the full costs of his or her education.

A conservative estimate suggests that there are at least seventeen million Americans currently participating in some formal program of adult learning, with nearly forty percent of these enrolled at colleges and universities, both for credit and noncredit.

These adults pay for their learning. In this matter they have little choice. Collegiate institutions do not subsidize adult learning. To the contrary, the availability of adult-oriented programs depends almost solely upon tuition income for existence and maintenance.

ADULT LEARNERS

The consequences of this condition are evident in what is known about current participants in adult learning. For instance, the majority of these participants are employed and in the work force.

The majority of participants are married, with dependents and other family responsibilities that are not shared by traditional undergraduates. Most have already been exposed to some level of postsecondary instruction and consequently have more advanced educational backgrounds than the general adult public.

The vast majority of participants is disproportionately white and, because they are more likely to be employed than non-whites, have relatively high levels of affluence.

In short, the current participants in adult learning represent the faces and attainments of America's suburban middle-class.

The great equalizing influence of the federal government, which has already irreversibly altered the demographics of elementary, secondary, and traditional postsecondary enrollments, is not yet apparent among adult learners.

The poor are not proportionately represented in adult learning. The socially and economically disadvantaged are not well represented, nor are the ethnic minorities, the unemployed, or the underemployed. Not only are Blacks inadequately represented, but their levels of participation in adult learning appear to be slackening and, according to some estimates, decreasing.

In many significant ways, the enrollment patterns that currently exist in postsecondary continuing education reflect the kinds of enrollment patterns that existed in traditional undergraduate and graduate enrollment as recently as two decades ago. At that time, too, the mainstream of American postsecondary education was disproportionately reserved for affluent persons in American society.

It was this lack of educational equilibrium that led to extensive dissatisfaction, to judicial litigation, and to social upheaval.

FEDERAL ACTIONS

These conditions provoked massive federal programs of corrective intervention to help make real in the educational world what was accepted in theory: equal protection under the law, equality of access to postsecondary instruction, and equal educational opportunities for all Americans.

Such conditions do not prevail in adult learning today. However, enough instances of these earlier grim conditions do exist and have become a matter of inquiry, concern, and resolution.

To the extent that they exist, there is at least the basis of precedent to serve as a justification for federal involvement in helping to alter the condition of adult learning in society.

As a matter of national policy and in the interest of educational and social opportunities, the federal government has singled out the needs of the disadvantaged for special help. Unfortunately, this help terminates for most in their young adulthood while for many the conditions of educational and economic deprivation continue.

There is another facet of postsecondary continuing education which deserves special attention. The research which is available on adult learning strongly suggests a direct correlation between an adult's educational activity and an adult's employment status, career objectives, and income.

EDUCATION AND WORK

For personal, community, and professional reasons, the majority of adults enroll in continuing education for reasons that relate directly to the workplace and with consequences that have obvious impact on the national economy.

This fact alone demonstrates the seriousness with which adults approach continuing education. The economic stability of the adult and his or her family may depend upon whatever educational opportunities are available.

Perhaps this equation between dollars and learning is imprecise; but it is enough to consider that in the minds of adults, the equation is perceived as real.

This fact, too, helps to defuse the persistent opinion among some influential policymakers that continuing education for adults is frivolous and self-gratifying and is, therefore, undeserving of public support or interest.

For most adults, learning power means earning power. Educational opportunity is economic opportunity. To achieve this, adults are willing to pay the immediate costs of continuing education, although a willingness to pay does not always indicate an ability to pay.

For many, the costs of continuing education represent a burdensome educational expense which must be added to what in all probability is an already existing educational burden: the costs of putting dependents through school.

The public policy question of the financial expenses associated with continuing education may be reduced to this:

Should adults and wage-earners, whose personal and property taxes subsidize virtually all of public education, be deprived of public benefits when they or a spouse find it necessary or desirable to continue their own education? Should any form of direct public assistance be made available, or any form of tax relief?

LITTLE AID AVAILABLE

Less than one out of five adults receives any form of external assistance for continuing education other than what family income can provide. This external assistance is usually in the form of either G.I. Bill education benefits or employer-related education benefits.

The education benefits provided by the G.I. Bill, of course, are rapidly being delimited. This delimitation has lead to a major decrease in the number of adult veterans enrolling in continuing education. Employer-related education benefits are underutilized and restricted to those already employed in certain sectors of the economy. *Despite underutilization, these labor-management negotiated benefits represent a major untapped source of private support for adult learners.*

Unlike most other industrialized nations in the world, the United States is virtually alone in having no officially recognized body from which and through which a rational dialogue can be sustained on educational matters pertaining to adults.

Without such a body, no forum can be provided to reach a consensus by all segments of society regarding the value of having an adult population which continues to learn.

Federal and state governments actively promote retraining and continuing education for their own civilian and non-civilian personnel. Principles of good management, efficiency, and productivity dictate this as a simple expediency of self-interest.

Similar self-interest has led to the development of impressive corporate-sponsored retraining facilities, and somewhat less elaborate facilities now being sponsored by various public and private-sector labor unions.

Postsecondary institutions have also been strongly attracted to the "new clientele" of postsecondary education—the adult learner. In fact, nearly forty percent of adults in adult education activities are enrolled at colleges and universities. It appears that this attraction is mutual.

WHOSE RESPONSIBILITY?

It is not always clear where self-interest ends and where national interest begins. It is not clear which existing sector of society has primary responsibility for the condition of adult learning, or which agency might be designated with that responsibility partially in mind.

Despite this vacuum in educational leadership for the most diffuse and elusive segment of postsecondary learning, the number of adults returning to learning environments continues to escalate. They form the vanguard of an unprecedented educational migration to and from the campus, the workplace, and the community.

State governments have traditionally and constitutionally accepted major responsibility for the education of students at all levels of traditional full-time instruction. In the matter of adult learning, however, only a few states have initiated and supported programs for non-traditional adult learners.

The barriers to adult learning which exist at the federal level are often replicated at the state level through policies and programs that discriminate against older Americans. These policies stereotype and stigmatize the legitimacy of learning programs for adults.

Much of the real strength in adult learning however, rests at the local level. Although financial and other resources are always scarce, the variety of local and community organizations and academic institutions which thrive at the local level represent a sound instructional base and a flexible delivery system to meet the needs of adult learners.

For the federal government, it is not a question of whether or not it recognizes the merits of continuing education. It does in many ways. Nearly all federal agencies conduct continuing education activities for their own personnel, both civilian and military. Manpower training, career upgrading and retraining are prevelant throughout the federal government.

Through other means, too, federal agencies make grants to state and local governments, to communities and institutions, and to individuals. In many cases, the sole purpose in making these grants is to assure the availability of the manpower necessary to carry out the mission objectives of the agencies.

PUBLIC SUBSIDIES

Despite this activity at federal and other levels of government, *the condition of adult learning in American society is maintained essentially without federal subsidies and without access to other forms of tax-based revenues.*

The importance of these revenues to quality education and learning at elementary, secondary, and traditional forms of postsecondary instruction has been amply demonstrated. They provide institutional and financial assistance and resources for the planning, program, research, counselling, testing and other activities, upon which quality education depends.

The federal government need not move wholesale into the sponsorship of adult learning. However, its leadership potential for the nation, for an educational activity which is so widespread and diffuse, is unparalleled.

Although its resources, too, are limited, the federal government has an unequalled capacity to identify emerging national objectives and to rally its own and other resources in response to those objectives.

A sound instructional base and an effective delivery system already exist for adult learning. These include the nation's colleges and universities, and community agencies such as libraries, museums and other providers of learning services.

Too often, unfortunately, this system is immobilized. It is too frequently prevented from delivering critically needed services to individuals because of its dependence on tuition income. The system is further handicapped by the absence of the learning resources which are routinely available to other levels of academic instruction.

FEDERAL INCENTIVES

Limited federal incentives are needed to induce other public and private sectors of society to engage in the improvement of the condition of adult learning.

The federal government has used, and continues to use, the incentive concept effectively. It is generally able to do this with the enthusiastic cooperation of non-federal agencies and institutions, and frequently at the request of these agencies and institutions.

For a host of educational and non-educational priorities, the federal government has allocated its resources to states, communities, and institutions and has allied itself with them to achieve national objectives.

Revenue sharing and block grant funds have been provided to state and local government agencies. Federal matching dollars have gone to community agencies and school systems for special purposes. Grants, entitlements, and loans have been given to students. Tax incentives have been provided to industry, and interest subsidies have effectively engaged private lending agencies in support of student aid programs.

Left largely unexplored by the Federal government is the means to generate more support for education among corporate and business organizations and labor unions.

Work-study programs and cooperative education programs move modestly in that direction but fail to tap the immense financial and other resources in the private, profit-making sectors of society.

A NEW ALLIANCE

A new, fresh alliance is needed between the federal government and all other sectors of society. *This alliance should be forged on behalf of the nation's adult learners and in the spirit of the very principles expounded by Congress and implemented by the Administration:*

. . . Equal Educational Opportunities;

. . . Equal Economic Opportunities;

. . . and Equity of Access to the Rewards and Benefits of Postsecondary Instruction.

The recommendations of the National Advisory Council on Extension and Continuing Education that follow represent the efforts of hundreds of prominent educational, community, and government leaders from throughout the country.

The Council has solicited their advice and has encouraged their participation in all its public meetings.

Some of these recommendations are intended to correct certain inequities in existing federal legislation and to develop some correspondence between adult learning needs and federal priorities and programs.

Other recommendations seek to heighten public awareness of emerging issues of postsecondary education.

Still other recommendations draw attention to areas and issues which the Council believes need further exploration.

15

III. Recommendations of The National Advisory Council on Extension and Continuing Education

1. Federal Administration of Continuing Education Programs For Adults:

The President is requested to direct his Assistant Secretary of Education and his Commissioner of Education to activate the leadership potential of the HEW Education Division in policy, planning, and program development for educationally unserved and underserved adult learners.

This can be partially achieved through maintenance and support for the existing Bureau of Higher and Continuing Education, and better achieved through administratively upgrading the attention given to adult-learner needs at the postsecondary level and giving this activity the personnel, financial, and other resources required.

Should the proposed bill to create an independent Department of Education become law*, it is further requested that the Secretary of Education be encouraged to use his discretionary authority to establish at the assistant secretary level a comprehensive administrative office dealing with all matters relating to the educational needs of adult learners.

2. USOE's Continuing Education and Community Service Program (Title I, HEA):**

The Congress is requested to reauthorize Title I ("Continuing Education and Community Service") of the Higher Education Act in such ways as to heighten the Act's and the U.S. Office of Education's ability to focus on meeting the education and learning needs of broad segments of the nation's adult public, who are now either unserved or underserved by current offerings in their communities.

The following recommendations are made to enhance the state administration, planning, and coordination of state-wide continuing education activities for adults, and to help postsecondary institutions develop and maintain their capacity to respond to these learning needs.

A. *Title I-A and Title I-B should be combined to provide a single, comprehensive, state-based continuing education, community service, and lifelong learning program.*

B. *Title I should reflect that States and institutions have primary responsibilities for continuing education and community service, and that a federal role should be developed which is supportive rather than preemptive of state and institutional responsibilities.*

C. *Clearer distinctions should be drawn between the "community service" and the "continuing education" definitions contained in the authorizing language.*

D. *The existing program's focus on planning for "resource material sharing" should be deleted and replaced by stronger federal and state program provisions for better planning activities at both levels.*

E. *The state-based allocation formula should be altered to provide each state with a basic grant sufficient to support an effective program, with remaining appropriated funds distributed on the basis of a state's adult population.*

E. *The ability of states to measure the impact and to coordinate federal programs at the state level should be strengthened.*

G. *The legislation should broaden public input at the state level in the development of state plans by including on state advisory councils a wider*

---

*This bill became law on October 17, 1979.

**An analysis and rationale for these recommendations are contained in the Appendix (page 87).

representation from organizations and consumers beyond postsecondary institutions.

H. The authorization for education information centers should be transferred to Title I from Section 416 of Title IV.

I. Provision for cooperative arrangements between postsecondary institutions and urban and suburban governments should be included to improve the quality and scope of educational services to adults in urbanized areas.

J. Provisions should be included for one or more labor education, training, and technical assistance programs in each state to encourage cooperative arrangements between postsecondary institutions and state-level labor organizations.

K. Amendments should be included to improve the capacity of state-based programs to conduct adequate evaluations of the effectiveness of their programs.

L. Amendments should be included to establish a new program for state-based projects to remove barriers to adults for continuing education and community services, and to improve the quality of program offerings.

3. Federal Financial Assistance for Part-Time Learners (Title IV, HEA):*

The Congress is requested to reconsider the plight of adults who wish to continue their education on a part-time basis, and to reauthorize the Higher Education Act in such ways as to make eligible for federal financial aid those adults who have no choice but to continue their studies part-time and who may need financial assistance for this purpose.

The Council recommends the following amendments to Title IV of the Act:

A. The removal from the Act of all arbitrary references to age categorizations which tend to stereotype and discriminate against adults;

B. Amendments to the Basic Education Opportunity Grants program (Sec. 411) to provide equitable treatment for the one-half to full-time student enrolled in postsecondary education;

C. Amendments to the Supplemental Education Opportunity program (Sec. 413) to provide equitable treatment for the less than half-time student.

D. Amendments to remove the four and five-year limitation on eligibility for Federal student aid grants;

E. Amendments to lower from $200 to $100 the floor limitation on the amount of grant awards to eligible students;

F. Amendments to provide fairer assessments of the discretionary income of independent learners in the calculations of grant awards;

G. Amendments to expand eligibility in the State Student Incentive Program (Sec. 415) to include part-time learners, and to increase State matching funds for such purposes;

H. Amendments to increase Federal support to institutions to help cover the real administrative costs of conducting campus-based financial aid programs; and,

I. Amendments to expand continuing education programs for State and institutional financial aid officers (Sec. 493).

4. On Federal Research Activities:

The President is requested to instruct his director of the National Institute of Education to broaden the scope of the Institute's research activities by undertaking sustained investigations of the learning needs of the nation's adult population.

The Institute should pay special heed to the identification of research needs outlined by Congress in its enactment of Title I-B ("Lifelong Learning") of the Higher Education Act, with special attention to the needs of women, minorities, the handicapped, veterans, the underemployed and unemployed, and of others who may be socially and economically disadvantaged.

5. On International Activities and Implications For Adult Learners:

A. The Council wishes to record its endorsement of the emerging role of the International Communications Agency (ICA) and its importance for coordinating the international educational and cultural programs of the U.S. Government, as set forth in Executive Order 12048.

---

*A discussion of these recommendations appears in the Appendix (page 102).

**See discussion in the Appendix (page 111).

The Director of ICA is requested to support the development of continuing education for adults in ICA programs with a special focus on informing Americans about other peoples and cultures.

The Director is also requested to include continuing education as a study topic for one or more of the agency's "multi-regional projects" which bring leaders from other countries to the U.S. to exchange information.

B. The Council recommends that the U.S. Office of Education, the National Endowment for the Humanities, the International Communications Agency and other governmental agencies be encouraged to undertake a continuous review of their studies and reports relating to international education to identify findings and recommendations with implications for adult learning, and that mechanisms be developed for wide dissemination of these reports, or their abstracts, for full exploration by educational organizations and community groups throughout the Nation.

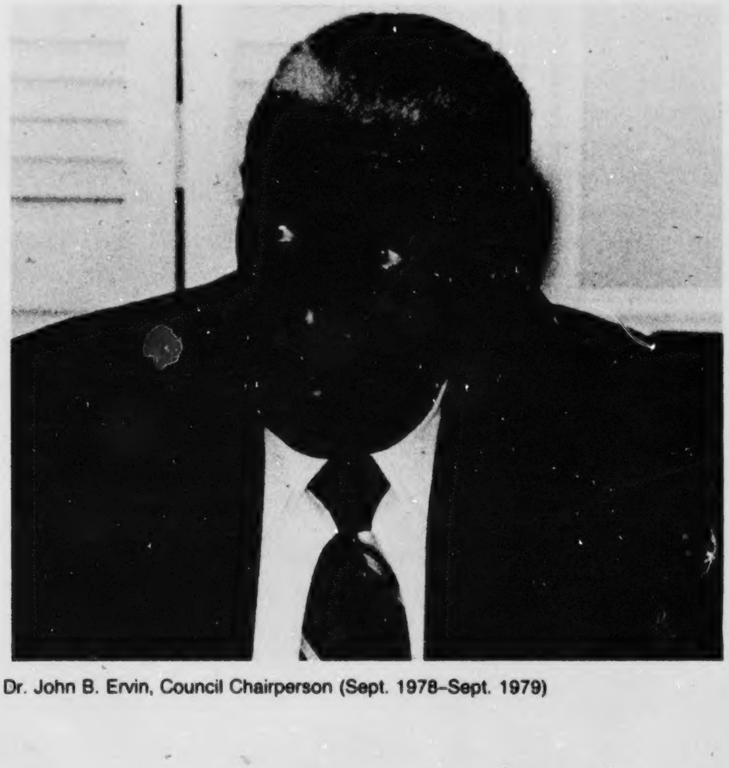
C. The U.S. Commissioner of Education is encouraged to include international experiences and cross-cultural information and training programs in activities funded by Teacher Corps and by other legislation which supports the training of educators and community leaders.

D. In addition, the Council recommends that concerned governmental and other organizations explore the following areas which can help to heighten citizen awareness and public knowledge of world events:

1. The encouragement of the Nation's ethnic and cultural groups to contribute to education generally and to add to international education and orientation programs through their participation in such programs.

2. The use of mass media to educate the public during "crisis situations," especially those with international dimensions, drawing on local sponsorship and initiatives, local institutions, and other resources available locally.

3. The international needs of business and industry, including international aspects of business and management, and orientation of workers preparing for overseas employment.



Dr. John B. Ervin, Council Chairperson (Sept. 1978–Sept. 1979)

Appendix to the Special Report

Federal Policies for Postsecondary Continuing Education

Executive Summary

The National Advisory Council on Extension and Continuing Education is primarily—but not exclusively—concerned with opportunities for continuing education and lifelong learning for adults in the Nation's two- and four-year colleges and universities. Currently, seventeen million adults—perhaps a conservative figure—are participating in formal programs of learning. Forty-percent of these are participating in continuing education at the collegiate level.

In most institutions, part-time continuing education students greatly outnumber the full-time students. For years, continuing education for adults has been the most rapidly expanding segment of all postsecondary education. The Council is encouraged by this growth, but is critical of the absence of national interest, leadership, and policy development for the individuals and institutions which are affected by it.

To that end, the Council has prepared the accompanying statements on behalf of postsecondary continuing education and lifelong learning.

I. The Question of Access

- Non-discriminatory access to postsecondary instruction is the fundamental Federal education policy of the 1970's.
- Because of this policy, the demographics of postsecondary education have been substantially altered.
- Despite this policy, continuing education students are systematically denied access to most educational benefits provided by law.
- The bottom line of this inconsistency is that far greater numbers of current and potential learners are *excluded* from the benefits of equal opportunity programs than are, in fact, included.
- The campus youth cohort has been supplanted, at least numerically, by an adult cohort.
- Only those who can afford to pay for continuing education, get continuing education.
- The average participant in postsecondary continuing education is white, relatively affluent, educated and employed.
- Minorities and the socially disadvantaged are not participating in continuing education in proportion to their numbers of the eligible adult population.
- Existing and proposed Federal education programs provide minimal sustained assistance to either individuals or institutions involved with continuing education and lifelong learning.
- Working adults, whose tax assessments underwrite most public instruction, are provided with the least benefits of public instruction.
- It may be only a matter of time before adult consumers of education seek greater relief from the special financial burdens they carry.
- The Federal government has at its disposal the legislative and administrative foundation it needs to generate a more convincing response to the learning needs of adults.

II. The Question of Quality

- Access to institutions and programs of acceptable quality should be the expectation of any individual who must pay the rising costs of education.

20

- Only muted voices are heard regarding the quality of adult learning in the United States.
- The Federal government has developed an array of financial and other services specifically designed for degree programs and full-time students.
- The institutional structures, services, and policies of the past are often ill-suited for continuing education students.
- Federal aid uncritically reinforces the very institutional establishment that most continuing education students find irrelevant to their learning objectives.
- Adults are at the cutting edge of an unprecedented educational migration.
- The programs for higher education which have emerged over the years are intended to serve a view of postsecondary education which either no longer exists or which has undergone fundamental alterations.
- The Federal government finds itself with legislation and programs whose focus is several steps removed from those activities where demand and need are greatest, and where States and institutions have the least inclination and the fewest resources to provide quality services.
- Federal dollars obligate institutional dollars, and the ability of institutions to set their own priorities and to allocate scarce resources to urgent areas like adult learning is impaired.
- Continuing education students pay the full costs of their education.
- These tuition costs provide substantial income to sponsoring institutions, which generally do not reallocate these profits in ways that serve continuing education.
- The apparatus of the credentialling system is at the heart of an institution's control over quality; because most continuing education students are disinterested in credentials, these controls are unsuitable for them.
- Federal incentives for continuing education would serve the same ends as other incentives for postsecondary education: improvement of the quality and availability of instruction to broad segments of the learning public.

III. The Question of Public Service

- Along with the traditional educational delivery system, there exists another delivery system to extend institutional resources beyond the campus and into workplaces, communities, and homes.
- This non-traditional delivery system administers programs of "public service," but most institutions refuse to grant public service co-equal status with teaching and research.
- Clear lines of distinction between these two systems are disappearing, with each system beginning to imitate the behavior patterns of the other.
- The majority of individuals served by the non-traditional delivery system cites job and career objectives as their primary interest.
- There is a direct relationship between educational opportunities and economic opportunities, and between continuing education and manpower development.
- Continuing education in the non-institutional sector appears to be expanding at the same pace it is in the institutional sector.
- It is through the non-traditional delivery system, which administers continuing education, that direct and immediate linkages are most frequently made between postsecondary institutions and public and private organizations.
- Despite these linkages, there exists no public forum or authoritative body where dialogue and negotiation on policy issues for continuing education, lifelong learning, and public services can occur.
- A revitalized extension service is needed to channel institutional resources to labor, business, and urban communities.
- The Federal government recognizes the need to help maintain independent administrative structures to achieve Federal, State, and institutional program objectives, especially those which receive Federal support.
- Federal support to encourage institutional commitments to public service is minimal; it fails to capitalize on strong local initiatives and to help determine areas of learning needs where limited Federal resources could most appropriately be applied.

Federal Policies for Postsecondary Continuing Education A Discussion

I. The Question of Access

FEDERAL POLICY

Non-discriminatory access to postsecondary instruction is the fundamental Federal education policy of the 1970's. It is expressed by the declared national goal of "equal educational opportunity" and is sustained by Title IV of the Higher Education Act and an investment of several billion dollars in student financial aid.

Because of this single policy, the demographics of American postsecondary education have been irreversibly altered. In league with many categorical programs, which supplement this policy, the Federal government has identified direct financial aid to individuals as the surest way to open up postsecondary resources to millions of new learners. The effect of this policy has been to help lead into the mainstream of educational opportunity, many of those who have been systematically disenfranchised from it and by it because of social, racial, sexual, ethnic, and handicapping conditions.

COLLEGE IMPACT

Although there are many options and alternatives to getting an education, there are few acceptable alternatives to the varied resources of colleges and universities in responding to the learning needs of the American public. Colleges and universities are uniquely supported by Federal, State, and local governments in ways that other education providers are not. They are comprehensive agents for social change and can adapt quickly to social needs. Through their control of the credentialling system, they help generate for individuals both earning power and employment preferability. Colleges and universities provide social status, class mobility, and other opportunities that belong only to an educated citizenship.

Like the several G.I. Bills of the past, equal education opportunity programs demonstrate the impact that enlightened Federal policies can have upon our social institutions. Such initiatives also demonstrate how the Federal government can engage the resources of the Nation's colleges and universities in ways which are fundamentally useful to all of society and beneficial to the special interests of government, of institutions, and of individuals.

INELIGIBILITY

The primary beneficiaries of these Federal activities are regularly enrolled college undergraduates between the ages of seventeen and twenty-four studying full-time for degrees and credits. The education laws passed by Congress and administered by various Federal agencies virtually exclude less than full-time students from the benefits provided by Federal law. In some instances, less than full-time students are theoretically eligible to participate, but because of the flexible nature of many administrative guidelines and regulations, postsecondary institutions are in a strong position to interpret these administrative controls to the benefit of full-time students and to the clear disadvantage of part-time students.

Despite public policies of equal access and equal educational opportunity, adult part-time learners are routinely barred from participating in most Federal programs—and for the worst of reasons: their age, their residential status, and their frequent disinterest in degrees and credits.

PARTICIPATION

Ninety-two percent of BEOG recipients are full-time students; ninety-five percent of SEOG recipients are full-time students. Full-time status is an eligibility requirement of the Social Security Survivors Benefits and Veterans Dependents Educational Assistance programs. Half-time to full-time attendance is also required of the campus work-study program and the guaranteed and direct student loan programs.

An individual's age, residential status, and degree/credit status should no more be a determining factor in Federal education policies than how an individual dresses, the length of time it takes to complete a course of instruction, or the kind and location of a building in which learning occurs. What does matter is an individual's desire to learn, the need to learn, and the capacity to learn.

What is perplexing is that the legislative vehicle used by the Federal government to guarantee equal access and equal educational opportunity to so many, is the same vehicle which treats inequitably millions of adults who may want to further their education, but who for some reason cannot; and millions of adults who currently participate in continuing education, but who are forced to do so at considerable personal and financial sacrifice.

The bottom line of this inconsistency is that far greater numbers of current and potential learners are *excluded* from the benefits of equal opportunity programs than are, in fact, included.

There are seventeen million adult learners in the United States today. Colleges and universities provide instructional service to nearly forty percent of these. The median age of Americans is twenty-nine, which is roughly the age of the average participant in adult learning. By the year 2000, the median age is expected to rise to thirty-five, largely as a result of a declining birth rate.

ENROLLMENT EXPANSION

Continuing education for adults is the most rapidly expanding segment of postsecondary instruction. Its growth patterns have remained consistent at a time when regular full-time attendance has either declined or has undergone extensive alterations. The campus "youth cohort" has been supplanted, at least numerically, by an adult cohort whose needs and interests in further education have been generally recognized but not always adequately understood by educational administrators and policy-makers.

The average participant in postsecondary continuing education is also white, relatively affluent, educated and employed. Continuing education today is very much a product of a more affluent society and is conducted almost universally by academic institutions as a proprietary exercise. What this means, in short, is that only those individuals who can afford to pay for continuing education, get continuing education.

There was a time when many believed that more learning power meant more earning power. This may still be true. But in continuing education, a simple inversion of this belief has prevailed: those who earn, learn; those who can pay their price, get the product.

DISADVANTAGED ADULTS

If the average participant in continuing education is white, relatively affluent, educated, and employed, then an inversion of this generalization explosively defines the consequences of public policies which refuse to treat adult learners equitably. Minorities and the socially disadvantaged are not participating in continuing education in proportion to their numbers of the eligible adult population. Moreover, their rate of participation is declining.

These trends conflict sadly with the one Federal policy for education which seems to have been most clearly articulated and universally accepted. Equal access and equal educational opportunity in postsecondary education remains a serious objective yet to be achieved. There is no doubt that the distances between educational supply and demand have been narrowed for many of the neediest of our society; but within continuing education, there is also little doubt that for too many individuals, those distances have been increased.

The growth of interest in continuing education has occurred without significant policy direction or public support from Federal, State, and local governments. It has occurred with varying degrees of commitment by postsecondary institutions, which too often relegate the affairs of non-traditional students to the bursar's office rather than to the faculty senate.

POLICY FORUM

It is a sad truth that no authoritative body has risen in defense of non-traditional adult learning in the United States. Without that body, there is no room for systematic examination of public policies and no forum for the exchange and negotiation of ideas. It seems unlikely that the Federal government can unilaterally provide that leadership. Although its major domestic agency, the Department of Health, Education, and Welfare, has absorbed the major responsibility nationally on matters relating to health and welfare, it has not done so on matters relating to education.

Education remains the primary responsibility of the States. From this consensus of constitutional and common agreement, however, emerges not one but fifty State jurisdictions, a proliferation of program priorities, a diverse but strong network of institutional delivery systems, and an insurmountable collection of legislative guidelines, regulations, and controls. To the extent that the Federal government shares this responsibility, its response has been similarly diffused and fragmented. From more than seventy committees and subcommittees of the Congress and as many executive agencies as exist, there has emerged a collection of education activities that defy categorization of effort, coordination of planning, and efficient application of resources. Accompanying these activities are well-intentioned but often misdirected attempts to assess and evaluate the need and the impact of Federal assistance.

FEDERAL INITIATIVES

In certain critical areas, the Federal government's presence in postsecondary education has been either agreed upon or imposed as a matter of national interest. In the 1950-60's, for instance, it was in the matter of foreign policy that the Federal government moved extensively into support of science and graduate education. Similar circumstances surrounded the justification of the G.I. Bills and entitlement awards to veterans. More recently, the decisions of the courts have been enforced by Congress and by several administrations to remove racial and other forms of discrimination from the American school system at whatever level.

In these instances, it was clear that it was the Federal government which had to act, and not the State governments, whose resources were limited and whose inclinations stopped at the nearest jurisdictional border. Moreover, despite the overriding national interests involved, most Federal assistance provided as a result of these interests was allocated directly to the States, thus reinforcing the central role that States played in education.

Equal access and equal educational opportunities for adults belong among those issues of truly national importance. The seeds for these public policy issues were contained in the original Higher Education Act and were profoundly restated and confirmed in the Education Amendments of 1972 through the creation of various packages of student financial aid.

EQUITY FOR ADULTS

The focus of financial and other forms of Federal assistance remains the traditional student. Because of age, of residency status, of degree/credit status, the adult learner, who has legitimate claims to equitable treatment under law, remains outside the benefits provided by law.

Most education at all levels is provided by public institutions supported by the public tax dollars earned by working adults. In fact, it is these working adults who are the primary providers of public education in the United States; and although it is they who benefit least directly from the public institutions their taxes underwrite, it may be only a matter of time before the adult consumers of education more forcefully seek either tax relief or tax benefits from the financial burdens they carry.

Should this happen, or should their legitimate learning needs be better anticipated by public policies and public programs, it is our belief that the Federal government now has at its disposal the legislative and administrative foundation upon which to generate a more convincing response to the learning needs of the American adult population.

It is the recommendation of the National Advisory Council on Extension and Continuing Education that:

FIRST: All relevant Federal education programs be infused with an expanded focus on learning opportunities for adults, rather than localizing that concern in a single program.

SECOND: All arbitrary barriers to adult learning opportunities be removed from Federal student assistance programs, and equal access to financial and other aid programs be better provided to needy part-time students, including less than half-time students, on a pro-rated basis.

THIRD: Existing Federal programs for the disadvantaged at the elementary, secondary, and postsecondary levels be supplemented with new programs for disadvantaged adults who wish to continue their education on an extended part-time basis.

FOURTH: Further implementation of the Education Information Centers authorized by the Education Amendments of 1976.

FIFTH All age stereotyping be removed from Federal education programs at the postsecondary level.

II. The Question of Quality

ACCESS AND QUALITY

Open and equal access to postsecondary education does not exist. It is limited; but whether it is open, equal, or limited, the question of access alone is not enough. Access to institutions and programs of acceptable quality should be the expectation of any individual who must pay the rising costs of getting an education.

It is now possible in the United States for an individual to enroll in college without demonstrating a basic competency in reading, writing, and computation. It is almost as common today for a student to drop out of college as it is for him to graduate from it. It is also possible—and increasingly likely—that an individual will enroll in college, perform well, and graduate into conditions of unemployment or underemployment; into doing work which has no bearing on his education; or into work for which his education is not really needed.

Critics are demanding an explanation of declining test scores at a time when both students and parents are becoming more disenchanted with the quality of education. Their disenchantment seems to rise with their educational expenses. More than ever before, public institutions are forced to account for their performance by guardians of the public tax dollars. As public funding for instruction is curtailed, new controls, restrictions and audits, and more instruments of grievance, regulation, and compliance appear.

Somewhere in this world of retrenchment, reappraisal, and funding crises, thoughts about the quality of postsecondary education are being voiced. Many of these voices are muted. This is especially true regarding the quality of adult learning in the United States, an issue which is complicated by the absence of recognized spokesmen for adult learning and by the existence of a funding pattern for adult learning which is unique to postsecondary education.

EDUCATION REFORM

For the Federal government, the quality of postsecondary education has become another of the major policy issues of the 1970's. Reform and innovation at all levels of education are objectives shared by the Federal government with States and with academic institutions. These objectives are Congressionally popular and have been singled out by key Federal agencies as a very special responsibility of the one government which all Americans share in common.

Federal concern is largely motivated out of self-interest. With the States, the Federal government is a major contributor to the stability and well-being of postsecondary institutions. It is also the single largest consumer of postsecondary resources. Most Federal interest has emerged within the past generation. The most comprehensive Federal support for the quality of postsecondary education has emerged even more recently, with the Higher Education Act of 1965 serving as a legislative base through which the Federal government has developed an array of financial and other service programs specifically designed to help colleges and universities and their students.

RESEARCH

A Federal investment in education research is even more recent. In 1972, the Congress created the

National Institute of Education. These research dollars for education were intended to do for education what earlier Federal research dollars had already accomplished for defense and agriculture, and what more recent Federal research dollars were beginning to accomplish for energy, conservation, and pollution.

But Federal research dollars tend to flow strongly in the direction of Federal program priorities. To the extent that research dollars exist for education, these dollars are directed disproportionately to elementary and secondary education, where Federal interest is greatest, and not to higher education. The research activities of agencies like the National Science Foundation and the National Foundation on the Arts and Humanities shore up the quality of individual academic departments and faculty. In this sense, their activities are no different from the precisely focussed interests of such non-education agencies as the National Institutes of Health, the Defense Department, or the new Department of Energy.

PRIORITIES

Despite the precision of this focus, postsecondary institutions are often profoundly affected in more general ways by these activities. This impact may strengthen some institutions, but it may inadvertently disrupt them as well. Each Federal dollar usually obligates the equivalent of an institutional dollar. As institutional dollars are allocated to support priorities impressed upon them by external sources, the ability of institutions to set their own priorities and to allocate scarce resources to serve only those ends, is impaired.

A striking example of one such urgent priority is the millions of adults who are turning to colleges and universities for continuing education. Adults are at the cutting edge of an unprecendented educational migration. A diminishing birthrate is eating into the traditional source of collegiate enrollments, and an older and expanding middle America, which shows every indication of returning to school in huge numbers, is replacing them. Part-time statistics are beginning to break ahead of full-time statistics. The number of young adult students who are dropping out of college is being rapidly replaced by even greater numbers of older adults wishing to drop back into college.

Colleges and universities are beginning to understand that the structures, services and policies of the past are ill-suited for the challenges presented to them by continuing education students. To date, their response has often been inadequate, and yet more and more continuing education students appear at their gates. Many institutions are seemingly reluctant to redirect their budgets and resources to serve this new clientele. Faced with declining enrollments among traditional students, and re-trenchment of faculties and programs originally designed for these students, institutions find themselves hard pressed to maintain the quality of existing services, let alone allocate resources for the expanding market of adults.

FEDERAL DILEMMA

The Federal government is faced with a similar dilemma. The programs for higher education which have emerged over the years were intended to serve a view of postsecondary education which either no longer exists or which has undergone fundamental alterations. These programs were intended to serve full-time undergraduate and graduate students studying for degrees in traditional academic departments and faculties. It was fully expected that these students would be on campus for several years' duration.

Federal support for faculty and curriculum development, academic facilities, libraries, student assistance and other service programs—all of which improve the quality of instruction—are based on this view of what a college education is supposed to be like. As a consequence, the Federal government finds itself with legislation and programs whose focus is several steps removed from those collegiate activities where demand and need are greatest, and where States and institutions have the least inclination and the fewest resources to provide the required responses.

The disparity is great between Federal intention to help provide quality education and the inability of Federal programs to come to terms with the needs of continuing education students. A case in point: continuing education students are effectively barred from participating in the most generous of financial aid programs, despite the fact that direct Federal aid to individuals is the keystone of Federal education policy.

A corollary to this Federal policy is a decision not to provide broad-based support directly to institutions. The limited aid that is provided directly or indirectly to institutions is highly selective and based as much upon the needs of the Federal government as it is upon the needs of postsecondary institutions. In the interests, perhaps, of institutional autonomy and academic freedom, aid provided by the Federal government to postsecondary institutions reinforce existing structures and existing programs and faculties. In effect, this Federal aid uncritically reinforces the very institutional establishment that most continuing education students find insurmountable or unnecessary for their immediate learning objectives. Institutional policies and practices that cement this system, in many instances, are the barriers that stand between legitimate learning aspirations of adults and their access to quality services.

Alternate routes to quality education for adults have already developed with minimal assistance from Federal, State, or other public funding sources. It is, in fact, the continuing education students themselves who ultimately pay the full cost of whatever new programs or services are provided to them.

COST AND INCOME

For decades, extension and continuing education has been conducted by collegiate institutions as quasi-independent, entrepeneurial activities. They are pay-as-you-go exercises which frequently return substantial incomes to the sponsoring institution. With some exceptions, this income is generally not used to develop new and better programs for continuing education students; it is not used to recruit and support individuals who cannot afford continuing education but who may need it; and it is not used to reduce the credit and non-credit costs of continuing education, even though at some institutions the costs of continuing education are higher than the costs of traditional educational programs.

QUALITY CONTROL

Because of the ad-hoc, short-term nature of most continuing education and the relative disinterest among adults in receiving credits and degrees, the ordinary quality controls which institutions have applied to traditional programs simply do not apply to continuing education. The major control at the disposal of any institution is, of course, the apparatus of the credentialling system. When students have no interest in degrees or credits, that system is rendered ineffective and irrelevant.

PLANNING

In order to meet the individualized needs of most continuing education students, programs and services must be constantly redesigned and recycled. Under these circumstances, it is difficult to plan and coordinate effectively, especially when such planning and coordination normally require a long-term financial and resource base which presently does not exist. The major base that currently exists is tuition income. This income is generated, however, by students entering and leaving academia with such rapidity that control over their movements and forecasts of their needs become difficult, perhaps impossible.

The simple fact is that not enough is known about adult learners and about adult learning needs in the United States. Most States have not mounted the kinds of statewide assessments which could suggest policy directions for both lawmakers and educational administrators, particularly at public institutions. Institutional and local assessments have generally been confined to individual campuses and individual communities, neither of which always lend themselves to application beyond these isolated areas, or even beyond the boundaries of those States which have conducted such surveys.

What is happening in continuing education is happening nationally. There is no State, local community, or college which has not been affected by the burgeoning interest among adults in more and better educational opportunities. Unfortunately, this interest is emerging within a context of some confusion. It seems to float freely on a series of short-term initiatives sustained only by the limits to which individuals can be pressed to provide more tuition fees. A more intelligent and rational development of continuing education is hampered by lack of guaranteed resources, public interest and public policy directives, a knowledge base that would make sense of what really is happening, and a general absence of inquiry at senior public policy levels about the importance of continuing education to the national interest.

INCENTIVES

The Federal government has provided postsecondary institutions with a variety of inducements and incentives to apply their resources to certain national needs. Two major inducements are the promise of more students and more financial aid for postsecondary education. These inducements are accompanied by others: faculty and institutional grants; curriculum development grants; and grants for academic facilities, laboratories, libraries, and equipment. Collectively, these inducements amount to a major investment of Federal funds to expand postsecondary enrollments and to improve the quality of services to those enrolled.

Federal inducements and incentives in support of continuing education students and the quality of continuing education are minimal. As in all other areas of postsecondary education, it appears certain that these incentives can be provided without obligating the Federal government to move wholesale into the business of continuing education, which is neither necessary nor desirable. Federal incentives for continuing education would serve the same ends that Federal incentives for other postsecondary activities serve: concern for the quality and availability of instruction for broad segments of the learning public.

No new Federal programs are needed to accomplish this goal. There is already in place the legislative and administrative authorizations needed to develop and expand quality programming and assistance for continuing education in ways that similar Federal support is currently available to other postsecondary activities.

Title I-A ("community service and continuing education") is the only Federal program that couples the need for adult learning opportunities with the recognition that institutions need to develop their capacities to respond better to these learning needs. Title I-A has never been funded at more than eighteen million dollars, with that funding annually placed in jeopardy by a disinterested Administration or an insufficiently concerned Congress.

Title I-B ("lifelong learning") is the only Federal program whose research and program focus come remotely close to unraveling the self-imposed mysteries of adult learning in the United States. Should its research interests on adult learning be implemented and sustained, the lifelong learning program would greatly enhance a more intelligent understanding of adult learning needs throughout the Nation. Title I-B has never been funded.

Title IV of the Higher Education Act authorized the creation in each State of education and information centers that could provide essential learning and career advisory services to millions of older adults, who presently have little recourse to such assistance. That program is also new and was funded for the first time last year at three million dollars.

The ninety million dollar budget of the National Institute of Education seems firmly cemented, but NIE is insufficiently interested in either postsecondary education or postsecondary continuing education. Its legislative authority provides no reason why it could not be more interested, either at its present funding level or at some future level.

These programs are modest. Presently, however, they do not represent a very convincing Federal response to quality educational opportunities for adults. They seem insignificant when compared to the array of soundly funded programs which use the full weight of the Federal government to help guarantee the quality of traditional college and university programs.

The National Advisory Council on Extension and Continuing Education recommends:

ONE: Increased direct aid to institutions to develop their capacity to meet individual and community needs, especially through expansion of Title I-A of the Higher Education Act; and the development of a system comparable to that supported by the Smith-Lever Act to provide long-term appropriations for general extension and continuing education activities conducted by colleges and universities.

TWO: Implementation of the lifelong learning program authorized by title I-B of the Higher Education Act in order to activate major research undertakings that will clarify the status and learning needs of adult learning in the United States.

THREE: Expansion of the State education information centers authorized by title IV of the Higher Education Act to provide essential education and career information services to older adults.

FOUR: Expansion of the National Institute of Education basic research interests to include the education and career interests of adult learners.

FIVE: Evaluation of select Federal continuing education programs to determine their quality of content, administrative efficacy, and adequacy of educational delivery systems.

III. The Question of Public Service

The educational delivery system that is familiar to most of us has remained essentially intact for decades. It has been successful in meeting the degree and learning needs of generations of undergraduate and graduate students. To this end, colleges and universities have designed core curricula, programs of sequence, residence requirements, instruments of testing and examination, standards for admission and graduation, auxiliary guidance and counselling services, and, of course, the credentialing apparatus.

TRADITIONAL DELIVERY SYSTEM

It is around this delivery system that collegiate administration has developed. It is for this system that primary educational policies and objectives have been articulated. Programs are designed, scholarships granted, and services provided for students enrolled in this system; just as promotions, rewards, and incentives are provided to the faculty who teach in it. In public institutions, taxes are assessed to underwrite its cost; and in private institutions, grants, gifts, and endowments are made to sustain it.

This delivery system is vertical. It provides a ladder for students to climb higher and deeper into academic learning over long periods of time. But along side this system, there exists another delivery system. This system is horizontal and extends institutional resources beyond the campus into communities, workplaces, and homes, where individuals can benefit more directly from them. Most of these individuals are adult learners participating in learning on a part-time basis and over shorter periods of time.

Many of the activities which are administered by this extension delivery system fall under the general heading of "public service." In theory, most institutions accept these public service responsibilities; in practice, however, many institutions are ill-at-ease and view them as secondary and incidental to their overall objectives. They appear reluctant to "institutionalize" public service in ways that would make public service co-equal with the traditional teaching and research obligations of a university.

NON-TRADITIONAL DELIVERY SYSTEM

This extension delivery system is not new. However misunderstood, it is as old, if not older, than the educational system currently used for full-time students. At different times and places, it has been called many things: extension service; schools of adult education, continuing education, or general studies; weekend or evening colleges; or summer sessions.

In addition to providing classroom instruction, this delivery system is characteristically adept at using conferences, workshops, special institutes, media and technology, and other innovative and experimental modes which will transport the benefits of learning to wherever and whenever learning is needed. More recently, it has begun to offer specially designed long-term programs leading to associate and baccalaureate degrees, and even, in some instances, to doctoral degrees.

From these observations, it should be more apparent that the lines of distinction between the traditional delivery system and the non-traditional delivery system are no longer as clear and distinct as they once were. Increasingly, each is finding it useful to imitate the behavior patterns of the other.

Some distinctions remain. With justification, the traditional system has been unilaterally developed by educators to serve the sole and unique interests of postsecondary education. It sets its own standards, monitors its own conduct, and provides the quality controls that help guarantee the authenticity and legitimacy of the educational services provided. Although this system is meaningfully affected by external pressures, its strength lies in the principles of academic freedom and institutional autonomy.

Like the traditional system, the non-traditional delivery system is a two-way road, but with more access and exit ramps provided. There are also fewer directional signals and fewer detours delaying the learner from his destination. There are minimal

29

mileage controls, with learners encouraged to speed to the limits of whatever the traffic will bear.

The system is characterized by its flexibility and availability. This appeals to individuals and organizations whose primary concern is in specialized learning resources to meet equally specialized learning needs. From all the surveys which are now available, most of these needs appear to be job or career oriented, with many individuals also interested in the kinds of learning that will help fulfill their personal, family or community responsibilities.

EDUCATION AND WORK

Three out of four of the adults currently participating in postsecondary continuing education are employed. A majority of these learners are interested in occupational courses, with over fifty percent of the participants citing job and career interests as the motivation for their participation. It can be assumed that adults who are potential participants may have similar interests. In this sense, there appears to be a direct relationship between educational opportunity and economic opportunity.

Pressures are mounting within professions and professional societies to encourage and even require their members to continue their education in order to maintain acceptable status within the professions. Others feel the pressure to enroll in continuing education simply to maintain competitive within a career, or to seek the additional knowledge which would make them promotable to better or different careers.

Although forty percent of the seventeen million adults currently participating in some formal learning activity are returning to colleges and universities, many businesses and Federal and State agencies are providing their own continuing education programs. These are not necessarily competitive with colleges and universities. However, the existence of extensive continuing education activity outside of strictly educational institutions indicates the magnitude of interest throughout society in providing learning opportunities.

MANPOWER

There is also a direct relationship between continuing education and manpower development. Continuing education responds primarily to the learning needs of adults employed or seeking employment or reemployment in the work force. The providers of continuing education, therefore, ought to be cooperating with the providers of employment in determining an adequate supply of learning resources to meet the employment and other demands of business, industry, government, and public and private agencies.

A substantial amount of cooperation occurs. Unlike strictly academic programs, these public service activities have far-reaching and immediate effects in most communities. The magnitude of this impact is contingent upon the kinds of pre-planning and joint implementation of programs that are likely to take place in these activities. Through these advisory and consulting arrangements, non-education organizations and individuals have open to them one of the very few ways by which they can meaningfully determine education policies and objectives.

It is through linkages created by the non-traditional educational delivery system that colleges and universities have the greatest opportunity to extend their resources to non-educational agencies in our society. It was this interest in linking postsecondary education with government, business, and labor that the National Advisory Council on Extension and Continuing Education convened a National Invitational Conference on Continuing Education, Manpower Policy, and Lifelong Learning at the Xerox International Center for Training and Management Development.

At that conference, it became apparent that the primary providers of educational services in the United States were agreed on the need for greater cooperation and understanding. Although many instances were cited of unilateral and bilateral working arrangements existing between some of the primary providers, it was also apparent that greater cooperation and linkages were hampered by a lack of central direction for continuing education and lifelong learning.

REVITALIZED EXTENSION SERVICES

Representatives of postsecondary institutions, government agencies, business groups and labor organizations have no access to a common forum where dialogue, negotiation, and further cooperation could be managed. The participants in the conference recognized that the issues placed before them were matters that surmounted the special interests of each and were matters to be addressed nationally. It was proposed that the Federal government exercise its leadership capabilities more credibly toward that end. The agricultural extension service was frequently cited as evidence of the wisdom of such select leadership, and a systematic application of a revitalized extension concept to serve labor, business, and urban affairs was one of the major recommendations generated by the conference.

It was earlier indicated that the limited interest of the Federal government in continuing education focusses on various forms of direct aid to students—virtually all of whose recipients are full-time students—and aid to the teaching and medical professions. Other forms of aid exist in areas that happen to be program priorities of the Federal government. Most of this aid reinforces the traditional education delivery system, and not the non-traditional system which is here discussed.

In short, it is safe to say that the Federal government and its agencies demonstrate minimal interest in the health and stability of the delivery system which is gradually evolving and designed to develop an institution's capacity to provide comprehensive extension, continuing education, and public services.

In light of continuing education's special relationship to economic opportunity, manpower development, and other broad areas of domestic and national issues, it seems unfortunate that current Federal policies should bypass this unique educational delivery system. It would seem to be in the best interests of Federal policy to support a system which can be used to link up institutional resources with local public and private resources to address adult learning needs in the United States.

The success of these linkages would help determine the extent to which Federal support is needed. It would also suggest those areas of adult learning where need is greatest and where resources are not available from existing agencies, thus clarifying the special role the Federal government may play to increase institutional commitments to public service.

FROM WORK TO EDUCATION

The Federal government, for instance, has many programs which aid young adults in the transition from the place of education to the place of work. Programs of adult education, career education, vocational education and occupational education accomplish this. The logic of this policy would seem to suggest the need for similar programs for adults that would aid their transition from the place of work back to the place of education and learning. As with most Federal education policies and programs, the benefits of this work-oriented policy abruptly ends for most individuals after their young adulthood.

The reluctance of the Federal government to provide more comprehensvie and intelligent leadership on the matter of learning opportunities for adults can only affect society adversely. In contrast, the support that adult learners have received from local public and private institutions, and from local public and private agencies, is highly welcome and desirable. It is at the local level that the seeds of cooperation and institutional linkages are made possible. But without more visible Federal leadership, motivation, and incentive, the potential for capitalizing on local initiatives is limited.

When isolated instances of strong Federal support do appear, they emerge frequently as a unilateral decision on the part of the Federal government. One consequence is to engage institutional resources indiscriminately in areas which may lead to important successes, or in other areas that may be less fortunate. An example of one such success was the ability of continuing education services throughout the country to cooperate with the Federal government in the implementation of the Head Start program. Examples of the latter are the several instances in the 1960's when Federal agencies sought the application of university resources to combat some of the most volatile and violent disturbances affecting urban communities. Rather than helping to resolve those issues, postsecondary institutions emerged in the eyes of many as discredited provacateurs, particularly among residents of inner-city areas, where the credibility of institutional performance in the past was lowest.

It is important that the Federal government try to capitalize on local initiatives. It is important also to encourage the States to increase their commitments and resources to the public service activities of postsecondary institutions. Currently, the Federal government provides anywhere from forty to eighty percent of the budgets of State education agencies. (The Federal government also provides ninety percent of the budget of the Education Commission of the States.)

These two facts are relevant. They are a clear indication of Federal interest in maintaining a non-Federal administrative mechanism as a necessary adjunct to Federal and State program goals. With no structural foundation to support them, program goals are undermined and their accomplishment less likely. This same principle of public administration applies to the activities of postsecondary institutions. Without a sincere interest in the structural foundation which supports continuing education, adult learning, and public services, the ability of institutions to support these objectives is partially aborted.

Like the question of equity of access and equal educational opportunity, and the question of quality services to all learners, the question of public service by institutions to individuals and communities is left unanswered.

It is the recommendation of the National Advisory Council on Extension and Continuing Education that:

FIRST: Current Federal programs that aid young adults in the transition between places of education and places of work be supplemented by programs to aid older adults in their transition from places of work back to places of education and learning.

SECOND: Labor and business organizations and other private and public sector organizations be encouraged to increase their participation in education policy and planning activities at Federal, State, local, and institutional levels.

THIRD: Federal initiatives be taken to authorize an existing or a new agency to serve as a forum to promote a continuing dialogue on national policies for continuing education, manpower development and lifelong learning.

FOURTH: The extension concept which has been used so effectively for the benefit of farmers and agriculture be revitalized with Federal assistance and extended to help apply institutional resources to the needs of labor and business organizations and to urban communities.

Dr. Cyrstal A. Kuykendall, Council Chairperson, (September 1979–September 1980)

An Analysis of the Current Federal Role in Support of Postsecondary Continuing Education for Adults

Section I—Introduction

STUDY PURPOSE

The purpose of this analysis is to determine how limited Federal resources can be used most effectively to provide continuing education and lifelong learning opportunities for the American adult population.

Immediate Step: To identify, describe, and analyze Federal programs that in whole or in part support postsecondary continuing education activities by the Nation's colleges and universities.

Ultimate Step: To recommend public policies for utilizing continuing education and lifelong learning to help meet national objectives, and the strategies to implement such policies.

DEFINITION

The Council adopted the following working definition of "continuing education" as a means to help identify relevant Federal programs: "Postsecondary instruction for adults continuing their education, usually on a part-time basis, for credit or non-credit, which is provided by colleges and universities (including two-year institutions) either independently by such institutions or in cooperation with organizations, such as labor unions; business and industry; Federal, State and local governments; and other public and private community organizations."

Because there is no universally accepted definition of what constitutes a continuing education activity, and because the above definition is a working definition adopted for the sake of a specific objective, the following two lists are provided to help identify more explicitly the kinds of educational programs and activities which were a) *excluded* from the list of Federal continuing education programs, and b) *included* in the list of Federal programs.

EXCLUDED PROGRAMS

1. Full-time undergraduate and graduate programs for residential students seeking degrees;
2. Research and development programs where the training component is generally limited to graduate assistantships;
3. Student loan programs;
4. Grants to graduate and postgraduate students when there is no significant break in the continuum of an individual's educational program;
5. Activities that are basically curriculum development, publications preparation, information sharing, non-instructional technical assistance, and other non-instructional forms of direct services to individuals;
6. Remedial education;
7. Visiting professorships and faculty exchange programs;
8. In-house training provided by Federal agencies for their staffs, including in-house training provided by State and local governments with Federal assistance;
9. Dissertation writing grants; and,
10. Generally, those programs where there is no significant impact on continuing education students (part-time students) and where there

33

is minimal evidence of a utilization of continuing education curricula, instructional modes, resources, and faculty.

INCLUDED PROGRAMS

1. Programs that assist adult part-time students, whether or not enrolled for degrees, credits, or certificates;
2. Federal student-aid and entitlement programs where it can be demonstrated that adult part-time students are clearly benefitting, including the G.I. Bill and the BEOG and SEOG programs;
3. Research and development programs that have a significant applied research or demonstration component where continuing education activities are evident;
4. Most training and manpower development programs;
5. Select programs of full-time study for individuals where there is significant evidence of a break in the continuum of an individual's education, especially when the full-time study is designed for career upgrading, retraining, or recertification; and,
6. Extension, outreach, and community service activities conducted by postsecondary institutions with a continuing education component.

PROGRAM DISTINCTION

The *Catalogue of Federal Domestic Assistance Programs* identifies more than 1200 separate Federal domestic grant programs. A breakout of this listing, called the *Catalogue of Federal Education Assistance Programs*, identifies 302 Federal programs that support educational activities at all levels of instruction. The Council's own *Compendium of Federal Programs Serving Adult Learners* (unpublished) lists more than 390 programs that provide some form of support to enhance the educational, training, and learning needs of adults in the United States.

None of these lists contains specific information regarding Federal support primarily to postsecondary institutions, including two-year institutions, or to students who are participating in educational activity at the postsecondary level. The purpose of the Federal program listing which is attached to this study is to identify only those program activities through which Federal agencies support postsecondary *continuing* education for adults. It is not intended to reflect the total Federal involvement for *all* postsecondary education.

It is this latter distinction which represents a major challenge to determine which programs ought realistically to be included for identification and analysis in the study. Most Federal programs which are designed to support various postsecondary education activities are generally identified as such; but this designation does not automatically guarantee inclusion in the study listing.

Virtually all Federal support for postsecondary *continuing* education is NOT clearly designated as such. Most continuing education funds are invisible. They are seldom made clear in the legislative priorities contained in Congressional authorizations, nor are they made clear in the program priorities of the Federal agencies which must administer the authorized programs. To complicate matters, the postsecondary institutions which help implement agency programs do not routinely implement them as continuing education activities. In only *one* Federal program (title I of the Higher Education Act) is the formally organized continuing education resources of postsecondary institutions perceived as a real educational tool to help implement Federal program objectives.

METHODOLOGY

Because of the challenge represented in the above distinctions among various kinds of Federal support for institutionally-based education activities, it was felt that the only way to gather information regarding Federal support, direct and indirect, for postsecondary continuing education was through extensive telephone interviews with senior agency administrators of the programs involved.

These interviews were conducted over a two-month period. They were initially based on the educational information contained in the two *Catalogues* mentioned above, the Council's *Compendium*, the President's *Budget* for FY'78, and select program information received from various agencies.

Because of major disagreements over the term "continuing education," and because federally supported continuing education activities have low visibility and are not subject to independent information-gathering exercises or statistical tabulations, *the interviews were conducted without specific reference to the Council's special interest in postsecondary continuing education.* All expressions of Council's interest were directed to Federal support for postsecondary institutions, programs, services and students. On the basis of individual responses to these inquiries, further inquiries were made regarding Federal support for those kinds of activities which the council felt would clarify the continuing education component of the programs involved.

TIME PERIOD

Only programs which were active in FY 1977 (October 1, 1976 to September 30, 1977) were included in the list of federally supported continuing education activities. When programs were being phased out of existence during this period (e.g., many graduate fellowship programs), a notation to that effect was made in the program description. Similarly, when a program was being started up during this period, a notation to that effect was also made.

This time restriction was adopted because it represented a completed fiscal year's activities. Because it was completed, it was felt that program administrators would be able to describe with more detail and accuracy the activities conducted during that year. (This assumption was not always valid; many administrators were able to give only estimates of their program activities for the preceding year).

DISCLAIMER

With few exceptions, most Federal agencies do not compile information regarding postsecondary continuing education. Some agencies (e.g., Veterans Administration; the National Center for Education Statistics; various medical and health-related programs conducted by HEW's Public Health Service—where continuing education statistics are often more prominently displayed—and various non-Federal resources), do keep the kinds of information which can be used in analyzing Federal support for continuing education. For other agencies, unfortunately, no such dependable base of information exists.

On the basis of the telephone interviews, therefore, *only those programs which had a significant continuing education component were identified for inclusion in this report.* This significance was established through several ways: the longevity of the continuing education component of the program; the component's level of funding; its stability as a routine and regular activity of the umbrella program; or its recent emergence as a priority within the program.

It was difficult to find a Federal program supporting postsecondary education which did not, at one time or another, sponsor a workshop, a conference, a week-end symposium, or some other mode of instruction normally associated with continuing education. In those instances, when such activities were sporadic, irregularly funded, incidental, or non-repetitious, the sponsoring programs were excluded as inconclusive; they do not contribute to an analysis of the Federal government's involvement in postsecondary continuing education.

Section II—Analysis of Federal Programs

STATISTICAL OBSERVATIONS

This section contains a statistical review of the Council's identification and analysis of those Federal programs which fall within the parameters of its investigation as outlined in Section I.

- Currently, one hundred and forty-five (145) programs* have been identified as providing *significant* support for university and college-based continuing education activities.
- These one hundred and forty-five programs are administered by sixteen major Federal departments and agencies.** These agencies include:***

---

*See listing that follows.

**The names of departments and agencies appear as they were identified in FY '77. Since that time, several names have been changed, including SRS and ERDA.

***The Department of Defense does not appear in this tabulation. The educational activities of the Department are highly significant and unique, but they are administered in ways that are indigenous to the Department of Defense and unlike the administrative practices employed by the other agencies appearing in the tabulation.

Department/Agency	Programs Listed
Agriculture	1
Commerce	2
Health, Education, and Welfare	101
Interior	3
Justice	6
Labor	3
Transportation	1
Appalachian Commission	1
Energy Research and Development	2
National Endowment for the Arts	2
National Endowment for the Humanities	8
National Science Foundation	4
Community Services Administration	1
Small Business Administration	2
Veterans Administration	5
Environmental Protection Agency	3
Total Programs:	145

- It is significant to note that there are only five programs whose association with postsecondary continuing education is obvious and apparent, and whose administrators identify themselves primarily as professional continuing educators. In addition to the Community Service and Continuing Education Program (title I-A of the Higher Education Act) in the U.S. Office of Education, these programs are:

  1) Veterans Administration's Continuing Medical Education Program;

  and the following HEW programs:

  2) Continuing Dental Education Grant Program;
  3) The Nurse Training Improvement Program; and
  4) The continuing education branch of the National Institute of Mental Health's Manpower and Training Program.

  To this list may be added the two major extension activities of the Federal government: Agriculture's Extension Service, and Commerce's National Sea Grant Program, which is patterned, in part, on the Extension Service. Unlike most other activities reported in this study, these activities can be legitimately identified as continuing education *programs*, as contrasted to the continuing education *activities* supported by umbrella programs, many of which are non-educational in nature.

- Of the 145 programs, 101 are administered by the Department of Health, Education, and Welfare. Within HEW, ten major sub-agencies are responsible for the administration of those programs containing continuing education components. These sub-agencies are:

HEW Sub-Agencies	Programs Listed
Health Services Administration	6
Health Resources Administration	7
Alcohol, Drug Abuse, and Mental Health	4
Center for Disease Control	1
Office of Education	32
Office of Assistant Secretary	1
National Institute of Education	1
Office of Human Development	4
Social and Rehabilitation Services	3
National Institutes of Health	42*
Total Programs:	101

- Of the 101 programs administered by HEW, 34 are administered internally by the Education Division, two of which are administered directly by the Assistant Secretary for Education, and 32 of which are under the program administration of the U.S. Commissioner of Education.

- The programs which fall under the jurisdiction of the Commissioner of Education are administered by the following Bureaus and Divisions within the Office of Education:

---

*These forty-two programs are basic research programs supported by NIH. Each program has a significant training component designed primarily to provide one- to three-year postdoctoral fellowships to younger professionals in the medical, health, and related scientific fields. Because of the highly specialized nature of these programs, this postdoctoral training is usually prolonged laboratory research performed on an independent basis under the supervision of a senior professional.

A strong argument can be presented against inclusion of these programs in this study of continuing education. However, since occasionally significant lapses of time appear between the termination of an individual's formal doctoral training and the beginning of the postdoctoral activity, and because most of these programs have specialized activities to help upgrade the professional competencies of individuals from various disadvantaged or minority backgrounds (among others), these programs have been included in this study for purposes of analysis.

Bureau/Divisions	Programs Listed
Occupational and Adult	10
Elementary and Secondary	7
Postsecondary	4
Handicapped	3
Financial Aid	3
Other	5
Total Programs:	32

- Three of four programs administered by the Office of Education have as a primary focus elementary and secondary education students and institutions, or educational services to individuals at the elementary and secondary levels of instruction.

LEGISLATIVE BASE

- According to our initial estimates, Congress passed *fifty pieces of legislation* to authorize the activities conducted by the 145 programs. (A closer analysis of these laws might reveal that many of these fifty pieces of legislation resulted from amendments to existing legislation).
- Although no estimate has been made of the number of Congressional committees involved in the authorization of these programs, it is assumed that the number is high. (In an independent analysis by a former minority staff director for the House Education and Labor Committee, it was estimated that seventy House and Senate committees and subcommittees were directly involved in the authorization and appropriations for *all* education-related programs of the Federal government.)
- Of the fifty separate laws, approximately seventeen appear to be primarily focused on educational programs, services, and students. The remaining thirty-three laws are generally focussed on the problem-oriented, mission objectives of the various Federal agencies involved.
- In the area of manpower training and development, where there is a high level of continuing education activities, the laws which authorize these activities may overlap significantly into both categories.
- A cursory analysis of the effective dates of implementation of the programs authorized by these fifty laws suggests the following longevity of the programs involved:

Pre-1950	3
1950-60	6
1960-70	14
Post-1970	27
TOTAL	50

- Of the major education laws, the most significant ones were authorized in the 1960's. These include the Adult Education Act, the Elementary and Secondary Education Act, the Higher Education Act, the Vocational Education Act, and the Education of the Handicapped Act. All of these laws authorize significant direct and indirect support for continuing education activities currently supported by the U.S. Office of Education.
- Recent court actions, especially those regarding desegregation of the American school system, have also had major impact on programs listed in this study. The Civil Rights Act of 1964; title IX of the Higher Education Act of 1965 (sex discrimination); Public Law 94-142 (discrimination against the handicapped); and the Bilingual Education Act of 1968, have resulted in either new programs or have determined many of the funding priorities in existing programs.

INSTITUTIONAL GRANTS

- Of the 145 programs, 111 provide direct grants to academic institutions, almost all on an unsolicited basis and through competitive bidding for program funds.
- In addition, nine programs provide direct grants to individuals who are either enrolled or soon to be enrolled at academic institutions, or who are affiliated with academic institutions in some teaching or research capacity.
- Of the 111 programs that provide direct grants to institutions, at least 22 of the programs require the institution to match the Federal contribution with non-Federal dollars or "in-kind" services. The matching requirement is designed to encourage institutional commitment to a given program, but, unlike Federal grants to States, the institutional matching requirement is generally 20 percent or less. In many cases, the institu-

tional matching requirement is individually negotiated or, in fewer cases, voluntary.
- Grants to individuals seldom carry a matching requirement.

STATE GRANTS

- Of the 145 programs, 25 allocate their funds via grants to States.* These grants may be distributed on a formula basis, through which each State and territory is assigned an amount of funds based upon a given formula (which is generally determined by demographic characteristics), or on a State-grant basis. Unlike formula grants, grants to States on a State-grant basis may require some legislative or State Plan initiative on the part of each State in order to qualify for Federal funds. For instance, in HEW's Child Abuse Program, forty-two States have complied with this kind of requirement in order to become eligible for program funds.
- Thirteen of the programs contained in this listing require the submission of State Plans to qualify for Federal funds.
- In each of the 25 programs that allocate funds directly to States, the States (i.e., State agencies) in turn *sub-contract* with universities and colleges for specific instructional and other services.
- A *contractual* arrangement between an institution and any government agency is significantly different from a direct grant by an agency to an institution. A grant to an institution is made in response to broad legislative or program guidelines that provide to the institution a high degree of latitude and independence in how the institution will carry out the guideline directives. A contractual arrangement between an institution and an agency, however, is negotiated with Federal, State and local agencies with the intent of determining the specifics of the institution's role in the program, with consequential pressure on the institution to account in detail for its performance. Contracts generally require a specific product from an institution; grants, on the other hand, require a less-specified service.
- Of the 25 Federal programs that provide funds to States, either on a formula or some other basis, at least ten programs require a high level of matching of Federal funds with non-Federal funds. Some programs require States to match dollar for dollar. Other programs have an escalation clause that increases annually the State's obligation to the program.
- Because many Federal grants to both States and institutions are designed to aid disadvantaged and minority groups, the matching requirements for these programs are either non-existent or minimal. The same may be true of other programs that are designed to respond to emerging national issues, like child abuse, air pollution, or consumer education. In those instances where it is felt the States have a shared responsibility, the matching requirement may be used (usually on an escalating basis) to guarantee a shared responsibility in the future.

PROGRAM PURPOSES

- An effort has been made to determine the major purpose served by the programs listed in this study. Indirectly, this information also serves to help identify the clientele groups who are major beneficiaries of federally supported continuing education activities.

FEDERAL PROGRAMS (145)—PURPOSE

Human Resources Development

A. Education Personnel		28
Postsecondary, Adult and Vocational	(16)	
Early Childhood, Elementary and Secondary	(12)	
B. Health Professions		51
C. Law Enforcement/Correctional Personnel		5
D. Public Employees (State and Local)		10
E. Continuing Professional Education		13
Business and Industry	(1)	
Science, Energy and Environment	(5)	
Transportation	(1)	
Arts and Humanities	(4)	
Small Business	(2)	

---

*Several programs provide both State and institutional grants. Consequently, there is some overlap between the two categories.

Community Development/Social Problem-Solving Services

A.	Agricultural Development	1
B.	Community and Economic Development	3
C.	Occupational Safety	2
D.	Social, Health, and Consumer Services	14
E.	Environment and Natural Resources	1
F.	Special Population Groups	1

Personal Development

A.	Economically Disadvantaged	8
B.	Handicapped	3
C.	Native Americans	1
D.	Veterans Education Assistance	2
E.	Veterans Dependents Assistance	1
F.	Prison Inmates	1
	Total Programs	145

- The major purposes/cientele served by these programs fall into four major categories:
  a) General financial aid directly to students (especially BEOGs, Veterans Education Assistance (G.I. Bill), and Social Security Survivors Benefits);
  b) Education and training support to institutions and individuals in the medical, health, and related professional and paraprofessional fields;
  c) Education and training support to institutions and individuals in the education professions; and
  d) Education and training support to racial, sexual, cultural, handicapped, and economically disadvantaged groups. Although the number of programs exclusively concerned with this purpose is limited, it is estimated that perhaps as many as two-thirds of all the programs listed in this study address this program purpose, either as a matter of legislative mandate or as an internal agency or program priority.

Section III—Federal-Institutional Relations

In the process of compiling this statistical overview of the 145 Federal programs under examination, additional information, observations, and findings have surfaced which enlighten the Council's central concern with postsecondary continuing education. These may be broadly characterized under a single heading, "Federal-Institutional Relations." They affect, both broadly and in detail, discussions of policy, of program priorities, of program administration, and of delivery systems which extend instructional services to individuals.

It is not easy to distinguish clearly between traditional postsecondary education and non-traditional postsecondary continuing education. The lines of demarcation between the two have always been ambiguous, not only on collegiate campuses, but, more recently, in Federal programming efforts as well. An examination of these 145 programs supports this observation. The issues and observations which follow, consequently, may often be as relevant to a discussion of postsecondary education as they may be to a discussion of postsecondary continuing education and its relationship to Federal programs.

FEDERAL-UNIVERSITY RELATIONS/ CONTINUING EDUCATION

- The vast majority of the 145 programs are administered by Federal departments and agencies whose interest in education is secondary to their declared mission objectives (e.g., housing, transportation, environmental control, etc.). To the extent that these programs support postsecondary continuing education, that support may be described as supportive, but peripheral, to their central objective.
- What is characteristic of agency support to postsecondary education appears equally characteristic of its support to continuing education: a series of *ad hoc* solutions to agency priorities and problems.
- Because of the mission objectives of these agencies, support for postsecondary continuing education has greatest impact and is most evident among the subject-matter disciplines and resources of collegiate institutions (e.g , schools of medicine, public administration, various academic departments, etc.).
- With the exception of title I-A of the Higher Education Act, no Federal program appears specifically intended to support and develop an institution's capacity to formally structure and administer its general extension and continuing education activities.

- Some programs, like Agriculture's Extension Service, and Commerce's Sea Grant Program, avidly use or have helped to develop university-based extension services. Other programs, like those of the National Endowment of the Humanities, are seeking to develop this institutional capacity for its own purposes, or, like the Head Start Program, has used existing capacities exceptionally well in the past.
- Of the 145 programs, 101 are administered by HEW. Clearly, continuing education for the education, medical, and health personnel of the Nation is the *major focus of the Federal program interest in postsecondary continuing education.* Because these are highly trained personnel, they are looked upon as a national resource. The weaknesses and strengths of these professions are interpreted to have major impact on the achievement of national objectives related to these professions.
- The university resources that train, credential, and retrain these professions are also considered a national resource, and Federal agencies use them accordingly to achieve their limited continuing education objectives.
- Because of this interest, the Federal base of institutional support for these and related areas includes not only HEW's Education Division, whose support is limited, but perhaps more importantly, the National Science Foundation, the National Endowment for the Humanities, the Public Health Service, the National Institutes of Health, and the Department of Agriculture.
- Much of this institutional support is in the form of fellowship programs. It is appropriate to note that many of these fellowship programs have a high level of agency mobility. For instance, some environmental pollution programs that five years ago were administered by Interior and the Atomic Energy Commission were later transferred to the Environmental Protection Agency, and again transferred to various components of HEW, where their administrative instability remains.
- Only 34 of the 145 Federal programs fall under the direct jurisdiction of the Assistant Secretary for Education and the U.S. Commissioner of Education, who jointly have the responsibility for expressing national priorities and policies on education matters.
- Because the continuing education activities of most departments and agencies are incidental to their primary mission objectives, they have no formal policy-making apparatus attached to them. Whatever policies exist are determined within the context of an agency's authorized objectives and non-educational program priorities.
- Of the 145 programs, 111 appear to depend upon unsolicited requests for funding by academic institutions. The trust that Congress and agencies thus express in institutional capabilities is intrinsic. Because of this, however, Federal agencies appear to have limited control over institutional performance and accountability. There appears to be no guarantee that the objectives of an agency in making a grant to an institution are identical to the objectives of an institution in receiving and implementing the grant.
- Because these institutional grants are unsolicited, there appears to be minimal pre-planning and coordinating activities occurring between the institutions and Federal agencies regarding a joint effort to achieve the purposes of the program.
- Federal agencies approach universities as consumers interested in purchasing particular educational services. In the majority of instances, they have little interest in general educational development at the institutions.
- Most Federal agencies are not internally structured to provide comprehensive coordination of their university contacts. Similarly, most academic institutions appear minimally coordinated in their various approaches to Federal agencies for funding.
- Among the vast majority of the 145 programs, continuing education does not appear as a line item for special funding. Continuing education, when it is mentioned, generally appears among a number of topics "eligible" for possible funding.
- Consequently, a practice which is common to educational institutions is evidently common to many Federal agencies as well: In times of reduced budgeting, program monies intended for continuing education appear vulnerable to reductions and liquidation. For instance, the Women's Program of the Department of Labor has a legislative priority to support continuing education activities for women. No such activities have been conducted by the program for several years.
- Because of the nature of Federal support for postsecondary continuing education, most agencies provide no special tabulations or statistics regarding this activity. It is extremely difficult to

make an in-depth assessment of the extent to which agencies actively engage in support of this activity.

- This absence of a dependable information base, upon which clearer educational policy and program planning could be developed, is accompanied by the near-absence of a Federal basic education research foundation. This is particularly true regarding research on adult learning. The National Institute of Education's research priorities are clearly reflective of the Office of Education's legislative and program emphasis on elementary and secondary education.
- Regardless of the level of instruction involved, Federal agency support for continuing education is invariably *specialized*, even at the two-year community college level (e.g., nurses' aides, bilingual vocational education instructors, welfare agency personnel, etc.).
- At the undergraduate and graduate levels, Federal agency support for pre-service training, particularly in the form of fellowships, has experienced drastic reductions in the period 1972-75. This is particularly true of the Public Health Service, the Environmental Protection Agency, and the Office of Education.
- Corresponding to this decrease of pre-service training in areas where adequate personnel is thought to exist, there has been an increase in agency-wide in-service training. The Teacher Corps, which was once exclusively pre-service, is now rapidly becoming a predominantly in-service training program. Nurse training programs have similarly been reoriented, as have various programs of the National Science Foundation.
- In-service training is also an important continuing education activity for those Federal agencies dealing with emerging problem areas where there is no existing base of professional expertise. When this is the case, Federal monies are used substantially to retrain individuals from related areas, which may take less time, rather than to train new personnel through a longer pre-service program. This is true in such areas as the Public Health Service's emergency medical service program; HEW's child abuse program; various drug and alcohol abuse programs, and recently initiated programs in metric education, consumer education, air quality control, and other programs conducted by the Administration on Aging (gerontology) and ERDA (energy conservation).
- Routinely, these in-service training programs are directed to current staff of Federal, State, local, community, and institutional agencies. These are individuals whose primary responsibilities are non-educational; more likely, their responsibilities are directed to State and local community problems. Through these in-service training activities, and through a host of other community-based activities, Federal support for continuing education effectively involves collegiate institutions in education outreach activities for which many may have no or minimal prior experience.
- It is significant to note that several agencies, including HEW's Public Health Service and the Office of Human Development, continue to conduct regional training centers, whose primary purpose is in-house training for Federal, State, and local agency officials and personnel of related public and private agencies.
- Most Federal continuing education activities (training) appear in the guise of "manpower development." Many agencies have a declared goal of establishing an academic base of training and research for the mission areas of most concern to them. This is most evident in Federal support in the form of fellowships and curriculum development. One of their overriding *undeclared* goals is to use Federal support to academic institutions to sensitize academic faculties to emerging areas of national importance.
- At the local level, the in-service training that occurs through institutional and local community or State agency cooperation achieves the same purpose in a much more tangible and evident way.
- Considering the nature of most institutional continuing education programming, it is at the *local* level where it appears that an institution's formal continuing education capacities (i.e., schools of extension, continuing education, or public service) may be pronounced. To the extent that this local activity occurs with Federal assistance, it appears that it occurs, not through direct Federal grants to institutions, but through Federal grants to State and local agencies. These would include local education agencies, community-based organizations, State health and welfare departments; or, for instance, Labor's CETA program, which provides several billion dollars to hundreds of local "prime sponsors," or through the community-centered activities of the Community Services Administration's Action Program.

41

- Federal monies that are allocated to State, local and other continuing education services ("pass-through" monies), are routinely not monitored by the Federal agencies. If information on locally funded continuing education activities is available, that information is available only on a project-by-project basis. But it appears that little or no effort is made at State and local levels to determine the extent to which postsecondary continuing education activities are supported.
- Similarly, much continuing education activity defies easy categorization. Information about in-service training, workshops, conferences, short courses, special week-end or summer institutes, correspondence courses, and other instructional modes that are characteristic of continuing education is not easily assembled, recorded, and analyzed. Federal, State and local agencies are not consistent regarding information gathering and sharing for these activities; if it is done at all, it probably is done by the institution, which records these students as "part-time students," for the sake of public reimbursement on the basis of an FTE formula.

NON-TRADITIONAL ACTIVITIES

- Federal agencies appear to have a pronounced reluctance to fund educational activities that are radical departures from traditional undergraduate and graduate programs. Open universities, external degree programs, independent study programs, and other programs especially designed for non-traditional, adult students are not meaningfully affected by Federal dollars.
- There are some exceptions. Veterans Administration's G.I. Bill provides entitlement support to veterans in certain correspondence study programs; the Fund for the Improvement of Postsecondary Education (FIPSE) has generously supported a number of such innovative programs; the National Endowment for the Humanities has pioneered in its support of courses-by-newspapers; and the Appalachian Regional Commission has helped to develop with the National Institute of Education the Appalachian Education Satellite Program which uses educational technology to carry programs to wider audiences of adult learners.
- Through support of postsecondary continuing education, Federal agencies now handsomely support a wide range of instructional modes (workshops, institutes, week-end courses, etc.) that were at one time more closely identified with continuing education services, but which have now been readily adopted and used by traditional academic disciplines and programs.
- There is little evidence of a determined effort on the part of most agencies to make use of mass media technology in their educational activities. A major exception is the National Institute of Education's support of the University of Mid-America, a consortium of nine midwestern universities that is substantially involved with education technology and the delivery of educational services.
- In several instances, Federal program administrators appeared knowledgeable about the CEU (continuing education unit), a recently developed method of providing credit for non-credit continuing education activities. Because of the high level of interest within the medical profession in continuing education, the several programs where CEU activity was evident included a number of programs for health-related personnel, including several nursing programs, the Infant Sudden Death Syndrome program, and the Health Services Administration's (HEW) Maternal and Child Health Service, which supports training for social workers and related paraprofessionals.
- Except where full-time, residential and degree-oriented programs are concerned, Federal program administrators appear disinterested in the degree and credit status of individuals who receive training with Federal assistance. In many cases, an individual's academic status is determined more by the individual and the institution than it is by program authorizations, guidelines, and directives.

TWO-YEAR COLLEGES

- There has been a significant increase in the number of two-year community and junior colleges participating in federally funded programs. Of the 145 programs listed, approximately 70 programs identify these institutions as primary or major participants in their activities.
- In a recent survey conducted by the American

Association of Community and Junior Colleges, 88 percent of the responding institutions reported participation in the Department of Labor's CETA program through association with prime sponsors.

- Two-year collegiate institutions, which have traditionally served many non-traditional, part-time and adult students, have recently been dramatically affected by a number of other Federal programs as well. The financial limitations placed upon the Basic Education Opportunity Grants and the G.I. Bill entitlements have meant that recipients of these financial-support programs have increasingly turned to less expensive two-year public institutions for their education.
- In a number of HEW programs, increasing support is available to help train paraprofessional assistants for senior medical and educational personnel. These include teacher's aides, nurse's aides, physician's assistants, emergency medical personnel, and other paraprofessionals to help law enforcement and social work personnel.

INSTITUTIONAL COOPERATION

- Based upon an analysis of the 111 programs that provide direct support to institutions, there is little evidence that institutions are either required or encouraged to work closely with non-academic organizations in carrying out the intent of the programs.
- The exceptions to this rule are several Office of Education programs which are designed to retrain certain categories of elementary and secondary school teachers. In such cases, the program may require the institution to cooperate with local education agencies in designing and implementing services to these individuals. Similarly, a number of Public Health Service programs which support medical and health personnel may require an institution to work closely with non-academic hospitals, clinics, or community health centers.
- When State, local, and other public and private agencies are the direct recipients of Federal funds, their subcontracting with academic institutions for specific educational services often requires strong local and community involvement with the institution in the planning, designing, and implementation of the related program objectives. This is particularly true for institutional outreach and extension activities when instructional services are used in partial solution to community problems.
- There is little direct evidence of even nominal contacts between academic institutions and organized labor groups. However, the Small Business Administration and Commerce programs, the programs conducted by the National Endowment for the Humanities and the National Endowment for the Arts, and various industry-related activities of the Environmental Protection Agency and ERDA (now the Department of Energy) much more effectively engage the resources of academic institutions with the interests of the business and industrial community.

STUDENT ELIGIBILITY

- The adult, part-time student who is most identified with continuing education is among those individuals with the least access to the benefits of various Federal student financial aid provisions. These provisions virtually ignore the less than half-time student and provide very limited assistance to the half-time or better student.
- Of the major Federal financial aid programs, less than half-time students are excluded by law from participation in all but the GI Bill, which is an entitlement program. The recently established State student incentive grant program (1974) is directed to the more than half-time student, but efforts are underway to encourage among the States a flexible interpretation of administrative regulations in order to benefit the less than half-time student.
- Full-time attendance is required under the Social Security Survivors Benefits program and the Veterans Dependents Educational Assistance program.
- At least half-time attendance is required by the Office of Education's basic educational opportunity grant (BEOG), and the college work-study program. The same status is required of OE's guaranteed and direct student loan programs.
- The Office of Education's BEOG and SEOG programs are intended to benefit full-time undergraduate students who are limited in their eligibility to a maximum of five years. Ninety-two percent of the current beneficiaries of the BEOG

43

program are regularly enrolled full-time students. The remaining eight percent are enrolled on at least a one-half time basis. In short, most adult, part-time students are either ineligible or unable to either participate or compete effectively in a program which is designed to serve the traditional undergraduate student population between the ages of seventeen and twenty-four.

- Although the G.I. Bill is an entitlement and not a benefit, stipend, or fellowship, the ceilings placed upon the amount of money an individual may receive greatly restricts the individual's choice of academic institution and academic program. It is particularly restrictive because most veterans are older and supporting families. Most are also employed, but it is reasonable to assume that their incomes are used for spouse, family, household and other expenses not normally shared by traditional full-time students.
- The focus of virtually all of these programs is the full-time student. Legislative language and administrative regulations are drafted accordingly, and to the extent that less than full-time students are eligible or affected by these programs, they are forced to comply with standards that are not always applicable to their condition. For instance, part-time students must comply with "needs assessment" formulas in title IV of the Higher Education Act that are designed for full-time students and which fail to consider the special conditions under which part-time, adult students must continue their education (i.e., family obligations, support for dependents, etc.).
- Similarly, the degree-credit focus of most financial aid programs is used as a general currency for eligibility status. This focus, too, works to the disadvantage of non-traditional students, who may have a different focus. The majority of continuing education students enroll for noncredit activities.

Section IV—Adult Participation in Education Activities

STATUS OF ADULT LEARNING

In addition to the resource materials cited earlier, the triennial surveys conducted by the Bureau of the Census, in cooperation with the National Center for Education Statistics (NCES), provide indispensable trend data on the participation by adults in education activities.

It is useful to present here some of the major findings of the 1975 survey, and to compare these findings with earlier data. Where appropriate, this information is supplemented by data from *The Condition of Education, 1977*, an NCES-sponsored statistical overview of all education activity in the United States; and *Social Indicators 1976*, a report of the Bureau of the Census. This report is a comprehensive graphic collection of statistical data selected and organized to describe current social conditions and trends in the United States.

Neither the triennial surveys or these two reports focuses specifically on the issue of special interest to this study, which is Federal support for continuing education activities sponsored by collegiate-level institutions. The "cohort" described and analyzed by NCES are adults (seventeen years or older) who participate in adult education and who were not full-time students in high school or college. This population base is much broader, therefore, than the Council's interest in that segment of the population which has turned to colleges and universities for educational services.

Despite this fact, the data are helpful in understanding the trends occurring in adult learning activities. The statistical tabulations and accompanying analyses are provided with that thought in mind and, where appropriate, with special reference to participation at the collegiate levels of instruction. Major findings of the NCES triennial survey (1975) on participants in adult education are as follows:

PARTICIPATION RATES

In 1975, seventeen million adults participated in adult education activities. This figure represents 11.6 percent of the eligible adult population of 145.6 million, and [illegible]ts a 31 percent increase over the 13 mill[illegible] who participated in adult education in 19[illegible]. During this six-year period, the eligible adult population increased only 12.6 percent. Participation in adult education activities, therefore, increased at a rate two and one-half times faster than the rate of growth of the eligible population.

The latest survey indicated that between 1972 and 1975, full-time enrollments in postsecondary education (collegiate and non-collegiate) decreased by 4.5 percent, while participation in part-time postsecondary education increased by 8.4 percent.

AGE

The increase in part-time students enrolled between 1972 and 1975 was greatest in the 25-34 age group. There has been a slowdown in the rate of increase of students 35 and over, but a continued increase in participation by those 55 and over.

RACE

Participation by Blacks in adult education has not kept pace with the growth rate of the total Black adult population. Black participation increased 5 percent from 1969 to 1975 while the total Black population increased 18 percent. White adult participation increased 32 percent while the total white population increased only 11.3 percent. Participation by Hispanics is estimated to be similarly sluggish.

SEX

Females account for the most significant recent increase in adult participation rates. From 1969 to 1975, female participation in adult education increased 44.7 percent and male participation increased by 18 percent, even though the total population growth for each has been nearly identical (13 percent for men, 12 percent for women).

EDUCATION LEVELS

NCES reports that persons who have obtained higher levels of education participate more frequently in adult education than those with less education. Since 1969, there has been an 11.5 percent decrease in the participation rates of individuals with less than a high school education, while the rate of participation among individuals with more than a college education increased 45.8 percent.

FAMILY INCOME

Participation in adult education varies directly with family income: as income increases, the rate of participation increases. From 1969 to 1975, the total number of adults in families with less than a $10,000 income decreased and the number of adults from families with more than a $25,000 income increased. Rates of participation reflect these statistics: the rate of participation by adults with lower incomes decreased by 24.8 percent; the rate of participation by adults with higher incomes increased by 359.7 percent.

JOBS AND CAREERS

In 1975, almost half of all participants in adult education took courses which participants themselves described as "occupational training." Since 1969, there has been a decline in participation in "general education" courses, but a significant growth of interest in activities described as "social life, recreation, and personal and family living."

Over recent years, there is strong evidence to indicate the consistently high interest among adults in adult education participation for job- or career-related reasons. In 1975, 53 percent of the adults identified this as the major reason for their participation.

INSTITUTIONAL SPONSORS

Postsecondary institutions sponsor about 45 percent of the instructional services to the 17 million adults now estimated to be participating in adult education. These institutions include two- and four-year colleges and universities, which are the primary sponsors, and postsecondary vocational and technical schools and business schools. This high level of sponsorship has remained steady over the past six years, although there has been fluctuation among the institutions in the levels of their sponsorship. For instance, public two-year colleges have significantly increased their sponsorship of adult education activities, while private vocational, trade and business schools have decreased.

SOURCES OF TUITION

Adults who continue their education generally pay their own tuition expenses. In 1975, nearly 57 percent of the participants paid their own tuition, with an additional 27 percent having these expenses paid by their employers.

COURSE CREDITS

The number of courses taken for noncredit continues to rise. By 1975, 52 percent of all courses were taken for noncredit, up from 45 percent in 1969. In 1976, NCES conducted a special analysis of adult and continuing education activities provided by colleges and universities called, *Noncredit Activities in Institutions of Higher Education.** This survey was limited in scope. Its results are quoted here in their entirety:

> "Adult and continuing education activities were offered by 2,225 colleges and universities during 1975-76. This represented a 102 percent increase from the 1,102 institutions which reported offering noncredit adult and continuing education programs when surveyed in 1967-68.
>
> "Two-year colleges constituted 44.6 percent of the total institutions offering adult and continuing education in 1975-76 and accounted for 47.3 percent of the total registrations.
>
> "Registrations in adult and continuing education activities offered by colleges and universities in 1975-76 totalled 8.8 million. This was a 56.5 percent increase over the 5.6 million reported in 1967-68.
>
> "Public institutions reported 89.1 percent of the registration in 1975-76.
>
> "The largest numbers of registrations were reported for courses in business and management (800,796), education (776,334), health professions (732,875), and fine and applied arts (698,392).
>
> "The Continuing Education Unit was used in 1975-76 to record the extent of adult and continuing education activities by 798 of 2,225 institutions offering such activities. Another 566 said they were considering its use."

---

*NCES will continue this special analysis and has revised the survey instrument being used to determine the nature of collegiate level continuing education. The revised survey instrument, which was disseminated in the spring of 1978, contains the following requests for information:

- A. *The existence of special career and counseling services for part-time, noncredit students, and the hours such services are available;*
- B. *The extent of professional continuing education activities conducted by colleges and universities;*
- C. *The existence of a centralied office to administer these activities, and an estimate of the percentage to total continuing education activities for which this office has responsibility; and,*
- D. *The extent to which colleges and universities use regular faculty to instruct part-time, noncredit students.*

FEDERAL CONTINUING EDUCATION ACTIVITIES

145 TOTAL PROGRAMS	AGENCY/SUB AGENCY	OMB NUMBER	PROGRAM
(1)	**AGRICULTURE** EXTENSION SERVICE	10.500	Cooperative Extension Service
(2)	**COMMERCE** NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION	11.417	Sea Grant Support
	OFFICE OF MINORITY BUSINESS ENTERPRISE	11.800	Minority Business Enterprise

FEDERAL CONTINUING EDUCATION ACTIVITIES

145 TOTAL PROGRAMS		AGENCY/SUB AGENCY	OMB NUMBER	PROGRAM
(101)	(18)	HEALTH, EDUCATION, AND WELFARE		
		PUBLIC HEALTH SERVICES		
		HEALTH SERVICES ADMINISTRATION	13.211	Crippled Children's Services
			13.232	Maternal and Child Health Service
			13.233	Maternal and Child Health Training
			13.260	Family Planning Services—Training Grants and Contracts
			13.284	Emergency Medical Services
			13.292	Sudden Infant Death Syndrome Information and Counseling Program
		HEALTH RESOURCES ADMINISTRATION	13.298	Nurse Practitioner Training Programs
			13.299	Advanced Nurse Training Programs
			13.305	Allied Health Profession—Special Project Grants
			13.320	Continuing Dental Education Grant Program
			13.359	Nurse Training Improvement—Special Projects
			13.380	Health Manpower Education Initiative Awards
			13.886	Physician Assistant Training Program
		ALCOHOL, DRUG ABUSE, AND MENTAL HEALTH ADMINISTRATION	13.244	Mental Health Clinical or Service-Related Training Grant
			13.274	Alcohol Clinical or Service-Related Training Program
			13.275	Drug Abuse Education Program (EO7)
			13.280	Drug Abuse Clinical or Service-Related Training Program
		CENTER FOR DISEASE CONTROL	13.263	Occupational Safety and Health Training Grants
	(34)	EDUCATION DIVISION		
		OFFICE OF EDUCATION	13.400	Adult Education—Grants to States
			13.403	Bilingual Education
			13.405	Civil Rights Technical Assistance and Training
			13.418	Supplemental Education Opportunities Grants (SEOG)
			13.427	Educationally Deprived Children—Handicapped
			13.433	Follow Through

FEDERAL CONTINUING EDUCATION ACTIVITIES

145 TOTAL PROGRAMS	AGENCY/SUB AGENCY	OMB NUMBER	PROGRAM
		13.445	Centers and Services for Deaf-Blind Children
		13.450	Handicapped Regional Resource Centers
		13.451	Handicapped Personnel Preparation
		13.463	College Work-Study Program
		13.468	Library Training Grants (Library Institute and Fellowship Program)
		13.482	Special Services for Disadvantaged Students
		13.489	Teacher Corps—Operations and Training
		13.491	University Community Service—Grants to States (CSCE)
		13.493	Vocational Education—Basic Grants to States
		13.494	Vocational Education—Consumer and Homemaking
		13.503	Vocational Education Leadership Development Awards
		13.504	Vocational Education Personnel Development—State Systems Program
		13.510	Higher Education—Cooperative Education Program
		13.522	Environmental Education
		13.539	Basic Education Opportunity Grant Program (BEOG)
		13.549	Ethnic Heritage Studies Program
		13.554	Career Education
		13.555	Public Service Education Program
		13.557	University Community Service—Special Projects
		13.558	Bilingual Vocational Education
		13.561	Metric Education Program
		13.562	Education for Gifted and Talented Children and Youth
		13.563	Community Education
		13.564	Consumer's Education
		13.565	Women's Educational Equity
		13.586	Bilingual Vocational Instructor Program
	OFFICE OF ASSISTANT SECRETARY FOR EDUCATION	13.925	Fund for the Improvement of Postsecondary Education (FIPSE)

FEDERAL CONTINUING EDUCATION ACTIVITIES

145 TOTAL PROGRAMS	AGENCY/SUB AGENCY	OMB NUMBER	PROGRAM
	NATIONAL INSTITUTE OF EDUCATION	13.950	Educational Research and Development
(4)	OFFICE OF HUMAN DEVELOPMENT	13.600	Head Start Program
		13.628	Child Abuse and Neglect Prevention and Treatment
		13.629	Rehabilitation Training
		13.637	Special Services for the Aging—Training
(3)	SOCIAL AND REHABILITATION SERVICES	13.724	Public Assistance—State and Local Training
		13.768	Child Welfare—Training Grants
		13.772	Public Assistance Training Grants (Title XX)
(42)	NATIONAL INSTITUTES OF HEALTH	13.399	Cancer Control
		13.836	Biomedical Communications Research
		13.837	Heart and Vascular Disease Research
		13.838	Lung Disease Research
		13.839	Blood Diseases and Resources Research
		13.840	Caries Research
		13.841	Periodontal Diseases Research
		13.842	Craniofacial Anomalies Research
		13.843	Restorative Materials Research
		13.844	Pain Control and Behavioral Studies
		13.845	Dental Research Institutes
		13.846	Arthritis, Bone and Skin Diseases Research
		13.847	Diabetes, Endocrinology and Metabolism Research
		13.848	Digestive Diseases and Nutrition Research
		13.849	Kidney Diseases, Urology and Hematology Research
		13.851	Communicative Disorders Research
		13.852	Neurological Disorders Research
		13.853	Stroke, Nervous System Trauma Research
		13.854	Fundamental Neurosciences Research
		13.855	Immunology, Allergic and Immunologic Diseases Research
		13.856	Microbiology and Infectious Diseases Research

FEDERAL CONTINUING EDUCATION ACTIVITIES

145 TOTAL PROGRAMS	AGENCY/SUB AGENCY	OMB NUMBER	PROGRAM
		13.859	Pharmacology—Toxicology Research
		13.860	Biomedical Engineering Research
		13.861	Clinical and Physiological Sciences Research
		13.862	Genetics Research
		13.863	Cellular and Molecular Basis of Disease Research
		13.864	Population Research
		13.865	Research for Mothers and Children
		13.866	Aging Research
		13.867	Retinal and Choroidal Diseases Research
		13.868	Corneal Diseases Research
		13.869	Cataract Research
		13.870	Glaucoma Research
		13.871	Sensory—Motor Disorders of Rehabilitation Research
		13.872	Environmental Health Sciences Centers
		13.873	Environmental Mutagenesis and Reproductive Toxology Research
		13.874	Etiology of Environmental Diseases and Disorders Research
		13.875	Environmental Pharmacology and Toxicology Research
		13.876	Environmental Pathogenesis Research
		13.878	Soft Tissue Stomotology and Nutrition Research
		13.879	Medical Library Assistance
		13.880	Minority Access to Research Careers
(3)	**INTERIOR**		
	BUREAU OF INDIAN AFFAIRS	15.101	Indian Agricultural Extension
		15.114	Indian Education: Colleges and Universities
	MINING ENFORCEMENT AND SAFETY ADMINISTRATION	15.350	Coal Mine Health and Safety Grants
(6)	**JUSTICE**		
	LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)	16.504	Law Enforcement Education Program—Student Financial Aid (LEEP)
		16.511	Law Enforcement Assistance: Educational Development

FEDERAL CONTINUING EDUCATION ACTIVITIES

145 TOTAL PROGRAMS	AGENCY/SUB AGENCY	OMB NUMBER	PROGRAM
		16.513	Law Enforcement Assistance—Training
		15.514	Organized Crime Prosecutorial Training
	BUREAU OF PRISONS	N/A	Inmate Education
	NATIONAL INSTITUTE OF CORRECTIONS: BUREAU OF PRISONS	16.601	Corrections: Training and Staff Development
(3)	**LABOR**		
	EMPLOYMENT AND TRAINING ADMINISTRATION	17.219	Employment and Training Institutional Grants
		17.232	Comprehensive Employment and Training Program.
	OCCUPATIONAL SAFETY AND HEALTH ADMINISTRATION (OSHA)	17.500	Occupational Safety and Health
(1)	**TRANSPORTATION**		
	URBAN MASS TRANSPORTATION ADMINISTRATION	20.503	Urban Mass Transportation Managerial Training Grants
(1)	**APPALACHIAN REGIONAL COMMISSION**	23.012	Appalachian Vocational and Other Education Facilities and Operations
(2)	**ENERGY RESEARCH AND DEVELOPMENT (ERDA)**	24.004	Faculty and Student Participation—Laboratory Cooperative Program
		24.007	Faculty Training Institutes
(2)	**NATIONAL ENDOWMENT FOR THE ARTS**	45.001	Promotion of the Arts—Architecture and Environmental Arts
		45.006	Promotion of the Arts—Media Arts: Film/Radio/Television
(8)	**NATIONAL ENDOWMENT FOR THE HUMANITIES**	45.109	Fellowship and Stipends for the Professions
		45.110	Education Pilot and Development Grants
		45.111	Higher Education Projects
		45.113	Public Program Development
		45.116	Summer Services for College Teachers
		45.119	Fellowships in Residence for College Teachers
		45.121	Summer Stipends
		45.127	Elementary and Secondary Education Program

FEDERAL CONTINUING EDUCATION ACTIVITIES

145 TOTAL PROGRAMS	AGENCY/SUB AGENCY	OMB NUMBER	PROGRAM
(4)	**NATIONAL SCIENCE FOUNDATION**	47.009	Science Personnel Improvement
		47.038	Science and Society Program
		47.041	Research Applied to National Needs (RANN)
		47.048	Science Education Research and Development/ Resources Improvement
(1)	**COMMUNITY SERVICES ADMINISTRATION**	49.002	Community Action
(2)	**SMALL BUSINESS ADMINISTRATION**	59.005	Management Assistance to Small Businesses
		59.007	Management and Technical Assistance for Disadvantaged Businessmen
(5)	**VETERANS ADMINISTRATION**		
	DEPARTMENT OF MEDICINE AND SURGERY	64.003	Education and Training of Health Service Personnel
		64.021	Medical School Assistance and Health Manpower Training
	DEPARTMENT OF VETERANS BENEFITS	64.111	Veterans Educational Assistance (G.I. Bill)
		64.116	Vocational Rehabilitation
		64.117	Dependents Educational Assistance
(3)	**ENVIRONMENTAL PROTECTION AGENCY**		
	OFFICE OF AIR AND WASTE MANAGEMENT	66.002	Air Pollution Control Fellowship
	OFFICE OF WATER AND HAZARDOUS MATERIALS	66.430	Water Pollution Control Fellowships
		66.432	Water System Supervision Program Grants

145 TOTAL PROGRAMS

Special Note:

National Institutes of Health Basic Research Programs

Attached is a tabulation of over forty basic research programs administered by the National Institutes of Health (HEW). Each program has a significant training component designed primarily to provide one- to three-year postdoctoral fellowships to younger professionals in the medical, health, and scientific fields. Because of the highly specialized nature of these programs, the postdoctoral "training" is essentially prolonged laboratory research on an independent basis under the supervision of an outstanding senior professional in any given field.

A number of these postdoctoral fellowships are given to individuals who have received their terminal degrees and who have been employed in some capacity prior to receiving a fellowship. The *problem* is the degree to which it is appropriate to include such postdoctoral training preceded by employment in this list of continuing education activities.

NIH officials believe strongly that grants to such individuals should not be perceived as continuing education. They point out that postdoctoral grants to medical doctors invariably come immediately after their internships and residencies, and are viewed as a normal pattern of doctoral training leading to research competency in a specialized field.

In the case of non-medical professionals, postdoctoral grants are similarly intended to sustain the normal "research track" leading to professional competency and, like medical doctors, to academic appointment. NIH officials also state that when an individual is engaged in clinical practice or teaching (employment with salary) prior to his postdoctoral fellowship, such a break is either expected or required as part of an individual's eligibility to compete for a fellowship. The research fellowship is *not* considered as part of a career upgrading or retraining process, nor is it considered as part of an individual's maintenance of professional status or recertification requirements.

In other instances, the list of federally funded continuing education activities does include program activities whereby individuals may return to full-time study after a prolonged absence from his or her formal educational experience. In these cases, however, the upgrading, retraining, or recertification emphasis is more easily determined and more clearly evident as a continuing education activity.

NATIONAL INSTITUTES OF HEALTH

OMB Number	*Program*	*FY'77 Funding*
13.399	Cancer Control	$ 60,101,000
13.836	Biomedical Communications Research	3,615,000
13.837	Heart and Vascular Disease Research	233,044,000
13.838	Lung Disease Research	54,835,000
13.839	Blood Diseases and Resources Research	54,835,000
13.840	Caries Research	8,543,000
13.841	Periodontal Diseases Research	7,161,000
13.842	Craniofacial Anomalies Research	7,401,000
13.843	Restorative Materials Research	3,122,000
13.844	Pain Control and Behavioral Studies	1,689,000
13.845	Dental Research Institutes	7,200,000
13.846	Arthritis, Bone and Skin Diseases Research	31,645,000
13.847	Diabetes, Endocrinology and Metabolism Research	72,120,000
13.848	Digestive Diseases and Nutrition Research	33,544,000
13.849	Kidney Diseases, Urology and Hematology Research	33,197,000
13.851	Communicative Disorders Research	21,707,000
13.852	Neurological Disorders Research	51,682,000
13.853	Stroke, Nervous System Trauma Research	22,296,000
13.854	Fundamental Neurosciences Research	21,190,000
13.855	Immunology, Allergic and Immunologic Diseases Research	37,297,000
13.856	Microbiology and Infectious Diseases Research	67,598,000
13.859	Pharmocology—Toxicology Research	26,359,000
13.860	Biomedical Engineering Research	16,772,000
13.861	Clinical and Physiological Sciences Research	21,750,000
13.862	Genetics Research	61,196,000
13.863	Cellular and Molecular Basis of Disease Research	69,048,000
13.864	Population Research	49,707,000

OMB Number	*Program*	*FY'77 Funding*
13.865	Research for Mothers and Children	71,458,000
13.866	Aging Research	21,769,000
13.867	Retinal and Choroidal Diseases Research	23,125,000
13.868	Corneal Diseases Research	7,586,000
13.869	Cataract Research	5,524,000
13.870	Glaucoma Research	7,692,000
13.871	Sensory—Motor Disorders of Rehabilitation Research	10,259,000
13.872	Environmental Health Sciences Centers	7,210,000
13.873	Environmental Mutagenesis and Reproductive Toxology Research	4,539,000
13.874	Etiology of Environmental Diseases and Disorders Research	8,631,000
13.875	Environmental Pharmacology and Toxicology Research	11,790,000
13.876	Environmental Pathogenesis Research	1,908,000
13.878	Soft Tissue Stomotology and Nutrition Research	3,583,000
13.879	Medical Library Assistance	8,000,000
13.880	Minority Access to Research Careers	1,706,000

Total Programs: 42

Total Funding: $1,273,434,000

Council members and guests at meeting of the International Dimensions of Continuing Education Committee.

Summary
Public Hearings
on
Title I
Higher Education Act

As part of its efforts to seek broad public input into its recommendations to the Congress regarding reauthorization of Title I of the Higher Education Act, the Council conducted three public hearings in San Antonio, Texas, St. Louis, Missouri, and Seattle, Washington. A list of the individuals who appeared before the Council and a summary of their statements follow.

SAN ANTONIO, TEXAS	**DECEMBER 14, 1977**
ST. LOUIS, MISSOURI	**MARCH 1, 1978**
SEATTLE, WASHINGTON	**JUNE 21, 1978**

Title I Hearing
San Antonio, Texas
December 14, 1977

Speakers

THE HONORABLE LILA COCKRELL
Mayor of San Antonio

RAMON SANCHEZ
Assistant Director
Mexican American Unity Council

BEVINGTON REED
Consultant in Higher Education
(Former Commissioner of Higher Education
State of Texas)

THOMAS BAXTER
Texas Department of Corrections

LIONEL PELLEGRIN
Chairman, Advisory Committee on
Extension and Continuing Education
to the Louisiana Board of Regents

BARBARA THORNE-THOMSEN
Louisiana State Title I Advisory Council

STEVE WAHL
Manager of Training
Frito Lay, Inc.

RUTH ELLINGER
Director
Education and Research
Texas State Labor Council, AFL-CIO

HELEN SHAW
Past Mayor of Rollingwood, Texas
Co-Founder, American Association of
Small Cities

LORRAINE CLARK
Assistant Regional Representative
National Retired Teachers Association and
American Association of Retired Persons

JAMES L. MACKAY
Director, Emeritus
San Antonio Institute of Lifetime
Learning (SAILL)

NANCY PRICE
President
San Antonio League of Women Voters

DUANE RUSSELL
Stephen F. Austin State University

WILBUR W. HURT
Director
Community Services
Texas Higher Education Coordinating Board

CHARLES M. STERN
Director
College Skills Center

JERRY A. BAYLESS
President
Texas Association for Community
Service and Continuing Education

Themes From Testimony Presented In San Antonio, Texas December 14, 1977

THE HONORABLE LILA COCKRELL
Mayor of San Antonio

I wish to comment on the great value and benefits we receive from a title I-funded program involving a partnership between City Hall and Trinity University. Each year, ten graduate students from the University's Urban Studies Program undertake an internship at City Hall. During the nine-month internship period, these people are thought of as regular staff. They work full-time on a variety of activities of importance to the City of San Antonio.

In addition to the benefits the city receives from the dedicated efforts of these interns and the valuable training and experience it provides to the participants, this project also has been an important tool in the City's efforts to recruit minorities and women for staff positions in city management. The program gives us an opportunity to get to know and evaluate the work of many talented and professionally qualified persons who will be entering the job market. Approximately one-half of the interns have been hired directly by the city. We feel that those who were not hired by the city of San Antonio, will find that the training they received during their stay at City Hall was a valuable experience, and one that will qualify them for service in the public and private sectors of our community and elsewhere.

My enthusiasm about this program can be further demonstrated by the fact that the person who was selected by the City Manager for the position of Administrative Assistant to the Mayor is a graduate of this program.

This program is a great success from every measure by which I am able to judge. We think it should be continued and even expanded into other areas. We offer our full cooperation in those efforts.

RAMON SANCHEZ
Assistant Director
Mexican American Unity Council

The Mexican American Unity Council is a community based corporation engaged primarily in activities related to economic and community development, and community mental health services. Our clients are victims of the social and economic ills produced by educational under-development: intergenerational poverty, under-utilization of the community resources available for improving the quality of life, and alienation from the broader social, political, and economic environment of the community, State, and nation.

In addition to my present position with the Unity Council, a variety of other professional experiences provided input for my comments and observations concerning the education opportunities available to the black and Mexican American community of San Antonio:

Board member and former Executive Director of Project STAY, a talent-search effort which is concerned with recruiting low income minority students into postsecondary education.

Executive Director of Project UNICO, which provides special services to disadvantaged students at St. Mary's University and Our Lady of the Lake University.

Political science instructor at San Antonio Jr. College for eleven years.

Director of the New Careers in Mental Health program at the Mexican American Unity Council.

Vice President of the Board of Trustees, San Antonio Public Library System.

In San Antonio, the tenth most populous city in the U.S., we have an illiteracy problem of the highest proportions: In 1970 75% of the Mexican-American population had not finished high school, and only 12% had completed college. For the black population, 76% had not finished high school, and only 3.6% had completed college.

Given these conditions, my recommendations for expanding access to postsecondary education also address the root problems which restrict participation:

- Expanding access to continuing education requires expansion of the "pool" of people who have the skills necessary for participation. This would require outreach programs to bring adults into basic education programs and to retain them to completion of high school.

- Support will have to be provided for the recruitment and training of minority staff for counseling, outreach, and teaching in both the ABE/GED and the continuing education programs.
- Financial aid should be provided to needy high school students. This would encourage greater numbers of disadvantaged children to remain in school, reduce the excessively long hours of employment of those teenagers who are responsible for contributing substantial family support, and demonstrate the social esteem placed on education thereby motivating these students to continue their education beyond high school.
- The validity of admissions tests and other requirements for entry into postsecondary education, should be reassessed, particularly as these affect the nonparticipation of minority students.
- It is important to develop curriculum and instructional strategies sensitive and relevant to the needs and backgrounds of minority students, and materials which are more accurate in their portrayal of the contributions of minorities to American life.
- The resources and facilities of the public libraries and other community-based agencies should be used as information and assessment points, and as learning centers. Many of the students who have the greatest need for information and counseling, do not know where to go for these services and are the least likely to use new resources in unfamiliar places. For this population, community-based sources can be especially important as linkages to the broader services available elsewhere.

BEVINGTON REED

Consultant in Higher Education
(Former Commissioner of Higher Education
State of Texas)

Insufficient funds are appropriated for Title I to enable this program to concentrate efforts on solving major social, economic, or technological problems. However, Title I money could make a significant impact if it were used for the following purposes:

- To demonstrate the impact on a community when the resources of higher education are made available to address social and individual problems. This would require that support be given to developing specific evaluation strategies appropriate to the unique operating environments of these programs. These strategies must be concerned with assessing both short-term and long-term impacts.
- To design methods of institutional cooperation in order that all available learning resources be used to benefit the community. The problems faced by communities and individuals are so varied that the resources of an institution, even a major university, would not be adequate to meet all needs. It is important that cooperative arrangements among public and private institutions and other resources be established. Past experiences with these efforts should be analyzed to identify successful elements for replication, and to guide the development of new strategies for cooperation.
- To provide assistance for the replication of successful projects in new locations, with new populations, or to address new problem areas.

THOMAS BAXTER

Texas Department of Corrections

The Texas Department of Corrections conducts a great variety of education activities inside the prison to serve the resocialization needs of approximately 22,000 inmates.

Approximately 85% of the prisoners have not completed high school. In 1969, the Texas legislature created the Windham School District to offer programs from basic remedial instruction through high school completion. Each year, 7,500 inmates attend classes for at least six hours a week. More than 6,500 prisoners received their high school certificates through this program.

The Department's junior college program began in 1965. Five area junior colleges offer studies leading to an Associate Arts degree. During the fall semester of 1977, almost 3,000 inmates participated in about 200 class sections provided by these institutions. To date, more than 600 students have earned A.A. degrees.

A four-year college program was initiated in 1974 in cooperation with the University of Houston, Sam Houston State University, and Stephen F. Austin University. At present, almost 200 inmates are enrolled and 15 have received baccalaureate degrees.

Almost 70 vocational skills classes are offered and more than 1,000 students attend. High school level courses are provided by the Windham School District. The postsecondary program is handled through the Junior College Program and the Engineering Extension Program of Texas A & M University.

A pre-release program was started in 1975, which provides workshop sessions on job opportunities, vocational planning, money management, consumer fraud, insurance, human relations, and job retention skills.

Despite the considerable number and scope of available offerings, two important areas of need remain unmet: 1) non-credit activities in music, art, and other subjects related to personal enrichment; and 2) courses in conversational Spanish and other professional development activities for prison staff.

The Department of Corrections was not asked to make input into the development of the State Plan for Title I, although we are both providers and users of continuing education services for adults. This highlights two needs related to the concerns of this Council:

- To develop better ways to build on the work and knowledge of other Federal and State agencies.
- To establish better mechanisms for community groups and agencies to communicate with educational institutions about their needs, interests, and capabilities.

LIONEL PELLEGRIN
Chairman, Advisory Committee on
Extension and Continuing Education
to the Louisiana Board of Regents

Since its inception in 1965, a major emphasis of the Louisiana Title I Program was on activities to improve government services. The Louisiana Goals Program, the most significant project undertaken, worked with a committee appointed by the state legislature in the development of goals in nine areas of state governmental concern. During the development of the document, input was obtained from people at all levels of government, public and private groups and agencies, and from citizens throughout the state. Public meetings, large and small conferences, mail surveys, and the news media were used. These efforts culminated in the drafting and passage of a new state constitution, which mandated reorganization of state government.

Immediately following the success of this effort, the following programs were undertaken to assist in the orderly transition of mandated changes:

- Management training and on-site technical assistance programs for State, City, and Parish supervisory and administrative personnel were developed at several institutions;
- A continuing legal education program was established at Louisiana State University Law Center;
- Several institutions received Title I funds to identify grass roots leadership in both rural and urban areas, assess their learning needs, and provide programs to meet these needs;
- Louisiana State University developed a conflict resolution seminar for top-level business and labor leaders, with the assistance of consultants from the Menninger Institute.

One way of assessing the sustained impact of a state Title I program is by identifying activities which were initiated with title I "seed" money and were subsequently maintained or expanded with other sources of support. The following evidence from the Louisiana experience demonstrates the importance of this modestly-funded program:

- The departmental budgets of all 20 state agencies now contain funds to bring to the work-place, training and technical assistance activities improving the effectiveness and efficiency of state employees.
- The Governmental Services Institute at Louisiana State University now operates with funds appropriated by the state legislature and receives additional funds from the State Planning Office

for special consultant services of faculty, providing high level professional planning expertise.

- A Division of Continuing Legal Education was established and is now funded by the Louisiana State University Law Center.

- An Evening College was established at Southern University in New Orleans as an out-growth of the public information centers funded by Title I. The present enrollment exceeds that of the daytime enrollment of the regular college.

- The Louisiana School Boards Association provides funds for the training of local board members.

- The Policy Jury Association and the Louisiana Municipal Association are now very active in training their membership.

- The Louisiana Municipal Association, Louisiana Municipal Clerks' Association, and the LSU Governmental Services Institute received international recognition for their "Municipal Clerks' Handbook." A second publication by the Municipal Association was entitled "Municipal Government within the 1974 Louisiana Constitution: A Reference Guide for Municipal Officials."

- A privately-funded group, Council for a Better Louisiana, is working on a project to identify current priorities for the state. (An updating of the Louisiana Goals Program.)

Clear understanding of some of the problems with the Title I Program may be helpful in developing the Council's recommendations for its reauthorization:

- The uncertainty about funds, and the resulting time lag of a full year from problem-recognition, to proposal submission, to project activation, must be resolved. It is a deterrent to effective planning and is undermining of legislative intent that the program develop timely responses to urgent local needs.

- More information should be gathered and analyzed about the desirability of using limited Title I funds to develop a continuing education delivery capability in all higher education institutions in a state.

- No additional federal funds were appropriated to provide continuing education services to individuals not adequately served. It is unlikely that state funds will be made available for this purpose, although no one questions the magnitude or importance of the problem. This new authorization should receive "seed" money for the establishment and assessment of institutional models for delivering programs and services to new populations. Successful responses to local conditions are likely to recieve continued support from other sources.

BARBARA THORNE-THOMSEN
Louisiana State Title I Advisory Council

For the past three years, I have served on the committee of the State Advisory Council which has responsibility for the selection of the projects to be funded by the state Title I program. Most of the projects we have funded, have been aimed at alleviating problems created by the tremendous social and political upheavals of the last 20 years:

- classes to assist politicians in understanding the new systems and procedures initiated at both State and local levels of government;

- instruction in English as a foreign language, and dialect as an enriched language;

- activities to help the large influx of Vietnamese refugees adjust to living in Louisiana.

The federal program regulations have been extremely useful to guide our decisionmaking during the selection process. But some institutions appear to be unable, or reluctant, to study and meet the requirements of these guidelines. A year ago our committee conducted a one-day seminar on proposal writing, which we hoped would alleviate this problem. Nevertheless, we are still having a great deal of difficulty getting institutions to propose projects to expand available services by sharing their resources. This fall, we had surplus funds and announced our interest in receiving proposals for projects which would use the resources of several institutions to solve problems or serve new populations. We received many proposals in response to our announcement but only one of these proposed the sharing of resources. Fortunately, the project design was excellent and we were pleased to provide the funds for its implementation. We would welcome information about the experiences other states have had with this national priority.

I would also appreciate receiving information about evaluation methods designed for use in Title I programs at any administrative level and the findings of evaluations of Title I programs and projects.

STEVE WAHL
Manager of Training
Frito Lay, Inc.

The postsecondary continuing education delivery system faces barriers to growth due to its isolation from the world of work. It provides "hot house learning experiences" rather than the work-related activities sought by learners and by those who sponsor this learning. The organizational linkages which must be created to remedy this situation will not be easy to forge. It will require strong commitments and the investment of considerable energy. Business/industry, educational institutions, and the federal government each have important contributions to make. The federal government and the state agency are the catalysts or inducers of change. Their role is to provide financial incentives, technical assistance, and to gather and disseminate information about related activities being undertaken elsewhere. Title I support should be directed to the following:

- validating the knowledge and skills industry identifies as the competency requirements for specific jobs;
- developing procedures for measuring competency levels;
- creating new credit-granting procedures for giving official recognition to the competencies an individual acquires in both work and educational settings;
- developing mechanisms to link the needs of individual learners to the resources available at institutions;
- identifying the instructional components and support services for skills development and knowledge acquisition, determining which of these should be the responsibility of industry and which are most appropriately left in the domain of educational institutions.

RUTH ELLINGER
Director
Education and Research
Texas State Labor Council, AFL-CIO

I would like to comment on the status of workers' education in Texas, compare this with what is being done for management, and offer the rationale for including union members in planning and benefiting from continuing education programs in Texas.

In preparing for this hearing, I learned from the material sent to me by the National Advisory Council that each state has a plan for continuing education. After numerous phone calls, I was still unable to discover ours. Although there are various workers' education programs being conducted throughout the state, as far as I could ascertain, none is receiving any federal funding.

"Workers' education" does not refer to occupational training. It describes educational programs which give union leaders the skills they need to improve the administration of their union and their contract, and help union members become more knowledgeable about their heritage and their rights and responsibilities under law.

Some programs of this kind are being offered, with very limited state financing, at the University of Houston Institute of Labor and Industrial Relations. They offer steward training courses for selected unions, which pay for this training; and they award continuing education units to participants.

Two or three community colleges are just starting labor studies programs, with some input from local union leaders. Others offer collective bargaining courses from a management perspective, but no labor history, no steward training, no training in relevant labor laws.

The Texas AFL-CIO attempts to fill the gap with a program of Saturday seminars which are held in various locations around the state, a week-long summer school, and several one-day training activities on selected topics. With 500,000 members scattered across a state of this size, it is obvious that these efforts barely scratch the surface of the need.

On the other hand, there are a myriad of university-based continuing education programs being offered to management: The University of Texas-Austin, has an industrial education department that will develop a two-day program and bring it to industry anywhere in the state. To quote their brochure

> . . . All courses focus on supervisory management related areas and can be easily adapted to fit the management level desired. We are a nonprofit organization and take pride in keeping our charges at minimum. Our program gives your organization the opportunity to capitalize on the resources of one of the largest universities in Texas, by providing or supplementing your training program.

There are similar programs at other state universities. Often the brochures sound like the training is designed to keep the union out, or to help management deal with the union as harshly as possible.

The need for workers' education is equal to the needs of management. Union leaders must use parliamentary skills to run their union meetings democratically. They must understand shop safety and industrial hygiene, learn to use OSHA wisely for preserving and prolonging life, not as a tool to harass management. They must understand world trade, not just as it impacts upon jobs in the United States, but as a complex economic reality. The list of needs is almost endless.

In many areas of Texas, unions do not enjoy very high esteem, our members are sometimes unsure of their roles. More continuing education programs geared to the needs of union members would yield the benefits of mature, responsible, and informed leadership, and improved labor-management relations.

There are other factors which act as disincentives to participation in workers' education. Union members must take leave from their jobs, or forfeit wages, if they wanted to attend a workers' education program during normal working hours. They would receive no tax relief for any of their costs. On the other hand, employees who take job-related programs during working hours will normally be paid their usual wages and, if any costs were incurred, they would be partially covered as a tax deduction.

HELEN SHAW
Former Mayor of Rollingwood, Texas
Co-Founder, American Association of Small Cities

Newly-elected officials (mayors, councilmen, school-board members) of cities with populations of 50,000 or less do not have many of the skills they will need to do a satisfactory job. Few training opportunities are available to assist them. Yet 135 million people—almost half the population of the United States—live in the small cities administered by these people.

These positions often carry no salary and incumbants must retain paid employment elsewhere during their terms of office. They are not provided with staff support. In order to help these officials perform the jobs they were elected to do, training programs in three broad areas would be helpful:

- acquiring the skills needed to complete the daily tasks of the job;
- understanding federal and state rules and regulations;
- identifying and obtaining the federal funds for which they are eligible.

The American Association of Small Cities has developed its first educational program to assist newly-elected officials in acquiring the skills and information needed for effective job performance. Title I funds can be used to bring similar activities to municipalities across the country. Other needs related to the goal of improving government services, and the quality of life in small cities would also be appropriate areas for Title I support:

- needs assessment and demonstration programs to refine our understanding of the various job roles of municipal government and to develop training materials to improve the performance of municipal government employees;
- training programs to assist managers and employees of small businesses in increasing their job competence, and their services to clients;
- training programs for the unemployed and

underemployed (in conjunction with labor unions for those occupations covered by collective bargaining agreements) which are directly linked to occupations which have manpower shortages;

- programs to improve reading, writing, and arithmetic skills to assist people in coping with the task of adulthood: consumer, homemaker, citizen, worker, etc.

LORRAINE CLARK
Assistant Regional Representative
National Retired Teachers Association and
American Association of Retired Persons

We believe that one of our nation's most important priorities is to expedite the funding of programs to meet the learning needs of our adult population:

The Council should monitor the flow of this money to insure that funds are not consumed by the bureaucratic process leaving only minimum sums for program implementation.

There is need for funds to better understand the triangle of education-work-retirement in order to enhance our lives at all stages and to highlight the many learning needs of our older population.

Federal dollars should be made available to institutions of higher education to provide older people with the knowledge and skills necessary for administering, teaching, and counseling, in programs serving older adults. We lose the benefits of the wisdom, experience, and skills of the segment of society which has most to contribute. The legislative package that offers educational opportunities for older persons should also offer them the responsibility and opportunities for implementing programs.

All legislation authorizing funds for adult learning should provide requirements that the retired and/or aging population should receive their share of funds. The work and tax contributions of the elderly have paid (in advance) for educational services, and they are entitled to receive the benefits of their labor.

Programs for poor non-working elderly (over 55 years old) should be subsidized from a combination of federal-state-and-local sources. The participant should pay no tuition or only modest tuition.

Grants to encourage colleges to initiate educational programs geared to the needs and interests of older persons do not reach the lower-middle and lower classes nor do they reach rural populations. Funds should be provided for applied research and demonstration programs to determine the most effective ways to bring services to these populations. These funds should be made available to stimulate action, and not to conduct surveys of needs and to encourage practitioners to try experimental programs for bringing learning to underserved populations.

In summary then, I should like to reiterate these points:

1. Continuing education is a right for all adults, including the retired population.
2. The funds for adult learning programs should be allocated and distributed expeditiously to the grass roots level.
3. Colleges should receive funds to train older people for the job of administering their own educational programs.
4. We need innovative proposals to encourage programs to reach the lower classes and the rural population.
5. Funds should be directed to action programs —not survey programs.
6. Educational opportunities have to be available at the consumer level.
7. Input from older persons themselves must be obtained—not in some structured advisory capacity in which the committee rubber stamps staff recommendations and decisions—but by giving the elderly voice in the decisions that are made.

JAMES L. MACKAY
Director, Emeritus
San Antonio Institute of Lifetime
Learning (SAILL)

SAILL is a service of the National Retired Teachers Association and the American Association of Retired Persons. In 1970, when SAILL was organized, three classes were offered. Each semester since then, the number of classes doubled and it became difficult to find qualified teachers who were willing to volunteer their services. The honorarium offered to teachers to cover their expenses was raised from $40, to $50, and then to $75. This necessitated an increase in the fee charge to students. By June 1975, enrollments had reached 1,500 and services were no longer restricted to NRTA-AARP members but were open to all people over the age of 55 years. The program had 60 classes scattered throughout all parts of the town and county and program administration became too great a job for a volunteer director.

In July 1975, the Institute became associated with the Adult and Continuing Education Division of San Antonio Community College. In 1976-77, 75 classes were offered and slightly over 3,000 people participated. For the 1977-78 year, the director is being paid a part-time salary. This increased expenditure is more than the local tax budget can handle, however, raising fees will deprive many older persons of a needed service.

Since the San Antonio Institute of Lifetime Learning, in association with the Continuing Education Division of San Antonio College, operates one of the largest, if not the largest, classroom program for elderly persons, and since the program is more than seven years old and still growing, I suggest that:

- SAILL be designated a pilot project and be given immediate support through a Title I grant to the San Antonio Community College.
- The Center for Research and Training in Gerontology of Trinity University be funded to evaluate the SAILL program.
- Continuing education legislation should require that institutions of higher education inform community groups of the availability of Title I funds and the purposes for which they are intended. The proposals submitted to states for funding should describe the process used by the institution to determine that the needs and problems to be addressed are deserving of the highest priority of attention based upon the seriousness of the problems, their extent, and the number of people affected by them.

NANCY PRICE
President
San Antonio League of Women Voters

Members of the League of Women Voters of the United States believe the federal government shares responsibility with other levels of government for providing quality educational opportunities for all people in the United States. Since employment opportunities in our modern technological society are closely related to education, the League supports federal efforts to increase the education and training of disadvantaged people. These programs should be carefully tailored to meet the educational and employment needs of the people they are intended to reach.

From my experience as President of the League of Women Voters in San Antonio, and also from my involvement with other groups in our area, I believe the greatest need in our community at the present time is for a basic education. The unemployment rate is very high and we have an under-employment problem as well as unemployment. Our per capita income in 1974 was $4,698, which was not only below the national average but below the state average as well. I think that this is closely related to the low educational level attained by many residents of our city.

I realize that there are many programs available for people needing basic education: reading, writing, basic arithmetic, and understanding government. In working with the League, I am continuously amazed and frightened by the lack of basic knowledge people have. One of the problems in San Antonio is that we have 16 school districts within our metropolitan area. These school districts range from very small ones of several hundred students to large urban districts such as the San Antonio City District. These districts have great variation in economic base and in the services they offer to adult students.

I think that programs to reach the general population would be better achieved by working through our higher education institutions, particularly through our community college system. Just before the Council arrived in San Antonio, there was a program on radio where the continuing education people from San Antonio Community College answered questions about the programs they offer. Several people called in and said that the programs being offered were fine but that there was no place for adults with fifth grade education to go to improve their skills. I know there are programs being offered by various groups in San Antonio but apparently these are inadequate and not widely known about.

It is also true that in San Antonio we do not have a reserve of skilled labor to attract new industries to come in here. And with so many people who are functionally illiterate, it is going to be difficult to help our people get the vocational and other skills they need to function confidently.

People in the community are not aware of what is available in continuing education. They don't know how to find out about costs and entry requirements; and they don't know how to make their learning needs known to providers.

DUANE RUSSELL
Stephen F. Austin State University

Title I funds should be used as seed money for university development: e.g. for the training of university faculty and staff in the special needs and learning styles of adult students, for developing better administrative arrangements, services, and procedures.

WILBUR W. HURT
Director
Community Services
Texas Higher Education Coordinating Board

The field of community service and continuing education has some serious problems with semantics. I tend to divide higher education into two categories: traditional and non-traditional. Traditional higher education is designed to meet the needs of young, inexperienced, full-time students, who do not know what it is they need to know. The faculty role is to arrange a body of knowledge into a rational sequence of resident credit courses, which, if mastered, would result in a credential.

A non-traditional program is designed to meet a need or solve a problem of an adult. Someone outside the college or university decides what is "needed," defines quality, and, in general, buys an educational service.

The Texas state legislature does not provide formula funds for non-traditional programs. It is a myth that colleges and universities have discretionary funds that they can use to assist in the solution of community problems if they would only choose to do so. Private institutions are struggling for survival; public institutions have not been charged with responsibility for community problem-solving activities and receive no state appropriations for such activities.

There is little doubt that our institutions of higher education possess resources of great value for assisting in the solution of individual and community problems. Within this context, the purposes of Title I are:

- to demonstrate that institutions of higher education can assist decisionmakers in solving or alleviating social problems; and
- to develop and institutionalize a state funding system for community service and continuing education which would encourage postsecondary education institutions to apply their resources toward the solution of real problems.

To achieve these purposes, Title I funding should be limited to the following:

- assisting the agencies, groups, or individuals responsible for solving social problems obtain the services of eligible institutions. Present regulations require that state agencies decide what problems they will solve each year;
- subsidizing selected, non-credit continuing education activities. This would change the system of incentives and encourage institutions to direct their efforts to meeting social needs;
- permit user-fees to be applied as a matching contribution to the federal grant.

CHARLES M. STERN
Director
College Skills Center

Title I support should be made available to help people learn how to learn so that they may learn how to live. Most people do not know how to make plans for learning. They need counseling and help in undertaking a personal inventory to identify their goals, their existing skills and knowledge level, and the kinds of activities they will need to acquire the skills and information necessary to achieve their goals.

JERRY A. BAYLESS
President
Texas Association for Community
Service and Continuing Education

May I offer through this letter (date December 13, 1977) two areas of concern regarding federal and state funding patterns.

1. Generally, receipt of funding in recent years has been based upon total numbers of people to be served. The more people you have the more money you will get. Needs may be the same, but if you live in a highly populated area, you will most likely receive allocations to conduct programs. Rural, thinly populated areas have little chance of meeting needs with action programs.

2. The larger the school the greater chance for funding (Put another way, the rich get richer, the poor get poorer). A small institution does not have the full-time grants offices with professional proposal writers. Only schools that already have an extensive budget can afford such divisions. Although funds should be based on "need," the opposite occurs. Often proposals call for "matching money." Thus, the more you have the more you will receive.

One result of the two concern areas above is that small institutions and institutions serving low population (generally rural America) quit trying because the time and effort does not seem to be "worth it." Perhaps, if a percent allocation could be arranged for addressing the needs of rural areas, part of the situation could be resolved. Also, a streamlining of proposal guidelines (such as the narrative portion) may allow smaller institutions the time to spend on proposal preparation.

Dean Rosalind K. Loring

Title I Hearing
St. Louis, Missouri
March 1, 1978

Speakers
PATRICIA BOHN
Director
Adult Education Council of St. Louis

JAMES K. LAHR
President
Adult Education Council of St. Louis

SUZANNE MOORE
Director
Youth Career Development Project
The Urban League of St. Louis

FRANK GAMELINE
President
Missouri Higher Education Council

MICHAEL ANDROLEWICZ
Manager
Supervisory Training
Emerson Electric Company
(Representing the American Society for Training and Development)

CARL HARSHMAN
Dean
Metropolitan College
St. Louis University

JOSEPH CULTURE
Sound Technician
Travis Sound (Continuing education student)

GEORGE BOYLE
Director
Labor Studies Center
University of Missouri
(Past President, University Labor Studies Association)

MAX STARKLOFF
Board of Directors
American Coalition for Citizens with Disabilities

CURT PADDOCK
State Coordinator for Title I
Division of Community Development
Dept. of Consumer Affairs, Regulations and Licensing

ZIA GIBSON
Office of the Associate Vice Chancellor for Research
Washington University

LEONARD DOUGLAS
Dean of Extension
University of Missouri—Columbia Campus

WILLIAM HARRISON
Associate Dean
St. Louis Community College at Forest Park
(Chairman, State Title I Advisory Council)

Dr. Allen Commander

Dr. Allison Bryant

From left to right, Mr. Helmut J. Golatz, Mr. Charles W. McDougall, and Dr. Lee R. Kolmer.

68

Themes from Testimony
Presented in St. Louis, Missouri
March 1, 1978

PATRICIA BOHN
Director
Adult Education Council of St. Louis

JAMES K. LAHR
President
Adult Education Council of St. Louis

The Adult Education Council is a voluntary technical assistance and coordinating agency. It receives support from more than 100 post-secondary institutions in the Greater St. Louis area with major programs for the education of adults—universities, colleges, technical schools, and occupational centers. Its primary purpose is to act as an information source and as the focal point for information exchange. It is the oldest such organization in the United States.

Based on our experience, there is a primary need for better communication about Title I programs, needs, and issues among the various sectors which provide resources for the program: federal, state, and local. The Adult Education Council has a total annual budget of $36,000 and a staff of two. This imposes obvious limitations on the extent of the research it can do to identify federal programs relevant to the interests of its member institutions. The federal government should take steps to improve the flow of information from its source to local user groups.

We did meet with state Title I staff on one occasion and described two areas of need which we considered to be of highest priority: additional programs for older Americans, and continuing education for women. However, we felt discouraged when we received no feed-back about how or whether our suggestions were used. Furthermore, we have never seen the Missouri State Plan for Title I.

It is our view that the state/institutional relationship required by Title I legislation would be enhanced if the program were administered by the State Coordinating Board for Higher Education. Therefore, we recommend that administrative responsibility for the program be transferred to the Board from its present location in the Division of Community Development (Department of Consumer Affairs, Regulations and Licensing).

The complexity, magnitude, and variety of learner and institutional needs in large urban areas such as Greater St. Louis justifies the creation of a local Title I agency. The agency would undertake area-wide activities such as on-going assessments of learning needs and resources, the development of program priorities and plans and making recommendations to the state agency about the projects to be funded. This approach would increase the likelihood that pressing local needs would receive attention, that appropriate learning strategies would be developed, and that community resources would be effectively utilized. We recommend that the state Title I agency give consideration to designating the Adult Education Council as the Title I agency for the Greater St. Louis area.

In recognition of the fact that community colleges provide a major portion of all adult learning activities and services, we recommend that President Carter be asked to appoint a representative from these institutions to membership on the National Advisory Council.

SUZANNE MOORE
Director
Youth Career Development Project
The Urban League of St. Louis

The Urban League of St. Louis is one of the oldest community-based civil rights organizations in the country. We have found that the goal of equalizing the chances for a good life is realized most often when education and training are provided. Therefore, the Urban League offers its clients, the economically-disadvantaged minority populations in the St. Louis area, information about existing educational programs and counsels people about the feasibility of pursuing these programs in light of their skills, motivation and goals.

If there is sufficient demand for a program which is not available in the community, the League itself will create the program. In addition, the League offers tuition assistance to enable "mature students" to study at a community college. Funds for this program are provided by the Anhauser Bush Company.

The primary target population for this program are people who have never before attended college. The League is particularly interested in providing assistance to those who wish to return to school after a break of several years.

Most of the students who receive financial assistance from the League are employed, have dependents, and earn too much to qualify for federal financial assistance programs.

In 1966, the League established a clerical school which provides training and job placement. The program is available both during the day and at night at no cost to the individual. Free on-site day-care is provided for participants.

The League has a pre-employment counseling and education program which provides out-of-work minority women with the skills they need to secure and maintain a job.

The League makes approximately 400 referrals a year to Education Opportunity Centers. Nearly 90% of all calls received are from individuals interested in continuing education. Almost all are employed. "They are working mothers who realize, as heads of their families, that education and advanced training are the pass to higher earnings. They are working men, married and single, who recognize that the good job goes to the skilled individual."

The specific student problems the Urban League encounters are:

1. The need for better publicity about Educational Opportunity Centers and the service they provide. The centers cannot reach the potential continuing education student without more widespread publicity. Since the typical continuing education student works a full day, some excellent places to exhibit EOC literature are in the work place, in day-care centers, and on buses. At least 60% of the individuals counselled at the Urban League were not aware of the existence of Educational Opportunity Centers in the St. Louis area.

2. The need for fee waivers for the financial aid confidential forms. In the state of Missouri two need-analyses systems are used: the ACT form and CSC form. The cost is $4.00 or $4.50 depending on the form required by the school. While this may not appear to be prohibitive, many individuals frequently have difficulty obtaining the carfare to reach the center, and the $4.00 fee discourages students from obtaining all the available aid.

3. The need for short-term loan services. Many working students who are ineligible for the BEOG have tuition reimbursement plans at their places of employment. Unfortunately, a reimbursement plan requires the individual to have the cash at the time of registration with reimbursement coming at the end of the semester. A semester-long short-term loan will enable many students to take advantage of the education benefits offered by their companies.

4. Day-care should be considered a legitimate education expense. While day-care centers are present on many college campuses, the hourly rate is often a burden for the continuing education student. The employed student may already be paying for child care while at work. The addition of permitting day-care to be calculated as an educational cost on the BEOG application could help a new segment of the population to obtain needed education skills.

5. A revision of the general BEOG guidelines, which punish the non-traditional student who works to support himself or herself and a family. The part-time adult learner can usually handle one course per semester. But to attempt a 6- or 9-credit-hour load necessary to qualify for assistance may be unmanageable and therefore would be wasteful of the student's money as well as basic grant program funds. A scenario which is becoming increasingly common is for family men and women to register for 9 hours to obtain the basic grant, only to find half-way through the semester that they have not budgeted enough time to study or manage family emergencies. As a result they drop out of course after course and eventually out of school entirely. I am referring to this because of the need to take 6 hours to qualify for the BEOG.

The BEOG income guidelines do not consider inflation. Many working part-time students cannot receive basic grants and therefore feel they are being punished for working. A work incentive must be included in this program.

The Urban League of St. Louis feels that education is indeed a lifetime process. The ability to obtain this education, however, is inextricably tied to money. Its availability in the not-so-distant past was limited to those who could provide their own finances. As a society we now realize the unfairness of this situation. The Higher Education Act, we feel, is a commendable step in the right direction.

(Mr. Paddock was asked by the Council whether the process of developing the annual amendments to the State Plan included regular and systematic procedures for gathering information about learner needs from the Urban League, the Educational Opportunity Centers, and/or other community-based organizations. The Council is seeking to understand how needs are determined and priorities established for state Title I programs. In response, it was reported that there is no procedure for obtaining information from either the Urban League or with EOC staff.)

FRANK GAMELINE
President
Missouri Higher Education Council

Colleges and universities, through the Higher Education Council, sponsor the Educational Opportunity Centers. There are eight counseling centers in the St. Louis metropolitan area, one of which is located in the Urban League Service Center. In addition, an educational information network, as distinguished from educational counseling units, is located in all public libraries. Thus far the EOC have focused on bringing people into full-time educational programs. I think we need to spend more time on the needs of the larger population interested in part-time study. I know that our project director has not had a relationship with the State Title I Agency but I see now that we will have to move on that very soon.

MICHAEL ANDROLEWICZ
Manager
Supervisory Training
Emerson Electric Company
(Representing the American Society for Training and Development)

The areas of great concern from my perspective are how programs are selected to receive federal support, how needs analyses are conducted, how programs are evaluated, and how decisions are made about which programs or program areas are to receive continued support.

On two occasions I was involved with groups which were asked to assist in validating the content of training programs for the acquisition of specific technical skills. In both instances the institutions were told that the programs did not address actual needs. However, the programs continue to receive federal support despite the fact that graduates would not have acquired the skills needed by employers.

I do not know who to talk to if federally-supported higher education or skills training programs are inappropriate or inept, if there are no clear objectives, if I see activities rather than results, if there is duplication of effort.

I want to emphasize that the St. Louis Adult Education Council is a very important source of information about continuing education opportunities which I use in advising people in my organization as well as in my work with ASTD. When I received the invitation to speak at this hearing, I called the Adult Education Council to ask for more information about NACECE. There should be a way for the Adult Education Council to receive federal funds to assist them in bringing information about state and federal programs to local users.

CARL HARSHMAN
Dean
Metropolitan College
St. Louis University

Metropolitan College was created specifically to serve the adult learner. In terms of governance, it is independent of the other colleges within St. Louis University, which is a private institution. The college has one division which deals with adult credit-degree programs. Another division is responsible for continuing education, extension, and community service programming.

My presentation will be directed to the processes which impact on continuing education and how we may intervene to improve continuing education in the future. Three topics will be addressed:

1. assumptions and predictions about the future;
2. the typical program limitations we face in responding to these problems;
3. planning, conducting, and evaluating quality continuing education programs.

Some important assumptions we make in the planning process at Metropolitan are:

1. People may not be willing to make large investments of personal funds on education;
2. By the year 2000 the average person may change careers as many as seven times, but we do not have adequate structures to help people make these career transitions.
3. Providers of lifelong educational services will continue to proliferate, and more services will be delivered by non-collegiate institutions such as corporate training divisions, proprietary management training institutes, labor unions, professional associations, libraries, museums, voluntary associations and the federal government. There is not only little communication, coordination and cooperation among these providers but often aggressive competition and not infrequently open hostility. This is a major concern and something with which we need to deal in the future, especially since each organization will be interested in preserving its role. This principle applies as well to federal-state-local relationships.

A major limitation to adequate future responses is that educational organizations are likely to conceive goals, to create mechanisms to pursue them, and to define outcomes within traditional frameworks. These may not have anything to do with the real problems which exist. Collegiate institutions often do not take time to define the real problems. Instead, programs are developed to provide work for underutilized faculty, or to get a share of available federal funds. The availability of federal money determines program directions rather than the needs of learners or communities.

At Metropolitan College we take the following approach:

1. We give attention to understanding the forces impacting on the environments within which we operate: the institutional environment, the community, and the broader field of higher education. This is significant for us because St. Louis University is a private institution in an urban area.
2. We define quality in terms of the extent to which our programs impact on, and change, in desirable ways, the learners we serve.
3. We believe that impact is directly related to the ability to provide programs, services, and organizational structures tailored to the needs of the adults being served. We make it possible for students to tell us about their needs and to tell us when our programs are being responsive and when they are not.

We need to have structures which would allow us to deal with communities as if they were individuals, each with unique needs: to help them define their problems and to create tailor-made programs to assist in resolving these problems. Public and private funding patterns often put too many constraints on the possibility of developing viable local options.

In addition, politicians and bureaucrats need to stop treating education as age-bound and suitable for support only when it is pursued full-time.

Communities and agencies could solve a great many of their problems if they were encouraged to examine and understand the events surrounding them and if they were provided with, or were helped to acquire, any necessary technical skills. Federal funding should be used for this purpose rather than to address problems assumed to exist or to implement traditional or familiar problem-solving strategies which may not be appropriate to unique local conditions. Specifically, federal money should be used to give communities the resources to examine their environment in a systematic way; to identify and understand their most pressing problems and the resources available to solve them; the available resources; and to experiment with locally relevant solutions and to discard or amend those that do not work well.

JOSEPH CULTURE
Sound Technician
Travis Sound (Continuing education student)

I attended Webster College and St. Louis Community College at Merrimac with assistance from the BEOG Program. I was carrying 18 credit hours and although I worked only three days a week I never had enough time to study.

I think there are problems in the way in which the BEOG grant is administered. The grant money did not arrive in time for me to pay for tuition and books. One semester, the BEOG check got lost and I waited months for a replacement. In the meantime I had to come up with the money for tuition and books.

I also had difficulty getting the financial aid counselor to help with these problems. There are many students who don't even know where to go to get assistance. This information doesn't get to many people who need it. There seems to be communication breakdowns between the BEOG program and the financial aid counselor, and between the counselor and the student.

Another problem I had, which I think applies to many students who go to college after they have worked for several years, was to get credit for or at least not to have to take courses in areas I already knew about. It was a waste of my time and BEOG money for me to take courses in the field I had been working in for about ten years. There seems to be either a lack of counseling or a lack of good counseling. It's hard to find out about programs like CLEP or other ways of getting credit, and once you do, there's a lot of paperwork that a student needs help with. Although I tried twice, I never was successful in getting the paperwork completed to get credit for knowledge and skills I already had.

GEORGE BOYLE
Director
Labor Studies Center
University of Missouri
(Past President, University Labor
Studies Association)

Professor Roy Adams of McMaster University in Canada recently published the results of a study he made of full-time labor union representatives and officers of unions with affiliated locals in both Canada and the United States. One of his conclusions was that there is a serious lack of interchange between labor and the academic community.

The theories and research produced in universities are disseminated primarily to the university community and, to some extent, to business and government. The trade union movement is neglected. I would like to address this serious omission on the part of the extension and continuing education divisions of universities and colleges.

I know it is unnecessary to urge your Council to give attention to a closer relationship between the worlds of work and education, since it was this same National Advisory Council which convened one of the first conferences devoted to that end only a year ago. Yet without belaboring the obvious, perhaps what I express here today may serve to sharpen the focus of your subsequent deliberations and may serve to develop an increased sense of urgency to your possible recommendations to bridge the gap between the educational needs of workers and the intellectual resources of the academic community. I will try to spell out only a very few of the instances where I see the desirability and possibility of fruitful exchange.

Insofar as labor is concerned there are troubles on many diversified fronts and their needs relate to these forces. Just a few examples: In the factories, mines, shops, and mills all over the country, workers everyday are subjected to a host of old and new toxic substances, industrial carcinogins, hazardous fumes, dangerous machinery, radioactive materials, and a hoard of substances, processes, and conditions which threaten their lives, their health, and their safety. They are troubled by these conditions, and despite their best efforts, they recognize that they are amateurs in a highly specialized field.

While trying to wrestle with these dangers, they find their jobs and their security threatened on the economic front by the need to either bargain with or compete with the new corporate organizational forms: domestic conglomerates and multinational corporations, whose managements are remote and decentralized, whose interests are scattered, whose profits are disbursed and not easily discovered, and whose labor relations policies are rigid and unyielding. When labor sits at the negotiation table it is confronted with college-trained industrial relations officers, personnel specialists, and corporate economists. Of course labor knows, and you know, it is an uneven match.

Further, workers often find themselves working in an antiquated obsolete factory using superannuated machinery, producing products for a declining market, knowing that in the near future both their services and their skills will no longer be needed.

In addition, it seems that every time a worker representative attempts to solve a problem, file a grievance, arbitrate a case, or handle a worker's request, someone is peering over his shoulder: a federal regulator, a state official, or a private lawyer. A plethora of laws, court rulings, and agency regulations confuse, confound, and baffle him. How can this individual, a part-time union officer with limited schooling, be expected to know the intricacies of unemployment compensation, workman's compensation, the Employment and Retirement Income Security Act, the Landrum-Griffin Reporting and Disclosure Act, Taft-Hartley Act, the Trade Adjustment Assistance Act, Occupational Safety and Health, EEOC, Fair Standards Act, etc.?

When the workers leave their jobs and return home to their communities, they and their families are generally on the front lines in every social battle: school integration, school bond issues, increased taxes for roads, schools, social security, medicare, medicaid, and welfare. The worker's neighborhood is generally the one scheduled for urban renewal or rezoning. His children are raised in the high-crime areas, attend the ghetto schools, are the ones most often unemployed because of poor education, poor job training, or the vagaries of the business cycle. Overwhelmed, he's looking for help wherever he can find it.

Meanwhile, in the universities there are: industrial hygienists, toxicologists, biochemists, specialists in brown lung, black lung, and emphysema, specialists in vocational rehabilitation, cardiologists, economists and foreign trade specialists, professors of industrial relations and personnel, accountants, and doctors of business administration, finance, industrial psychology and sociology, professors of law, attorneys, former judges, and research assistants, specialists in education, public administration, home economics, engineering, environmental sciences, etc. The expertise of these professionals rarely reach the needs of workers.

There are about 40 universities, and an equal number of community colleges, which have labor extension activities. By the best estimate, less than one tenth of one percent of the organized work force is ever reached by such programs in any given year. In order to bridge the gap and bring relevant extension and continuing education to workers, we must use past models and experience as a take-off point. As we all know, the basis of the extension activities of our land-grant institutions is embodied in the Morrill Act of 1862. Its stated purpose is "to teach the branches of learning as related to agriculture and the mechanic arts in order to promote the liberal and practical education of the industrial classes." Somehow the industrial classes got lost in the evolution of this legislation. Its purposes have been most successfully fulfilled in agriculture through the Cooperative Extension Service. It has failed dismally as far as the industrial class is concerned.

A proposal to remedy that failure was made over 30 years ago when a bill was introduced in Congress to establish a labor extension service similar to the agriculture model. That proposal died at infancy. You know, of course, that the same proposal was resurrected by Leonard Woodcock, former president of the UAW, and was presented to the Council by J. C. Turner, President of the Operating Engineers International Union. These proposals didn't call for a transfer of resources from agriculture to labor. Certainly agricultural needs have not lessened but have deepened with time. Rather, their proposals called for a similar effort, a similar model, and a similar commitment. J. C. Turner spoke most eloquently at your conference when he called for—

> education for work, education for life, and education for public service. . . . We are concerned that our members are able to make sound decisions as citizens of their community, their nation, and their world. We are concerned that they are able to make creative use of their leisure time and of their retirement years. We are concerned that as consumers they are able to spend their earnings wisely. And especially we are concerned that each

74

of them are able to fulfill the best that is within himself or herself.

It is time for that long-standing but unfulfilled commitment to the industrial classes to be realized. The needs have never been more pressing. The association of universities and colleges engaged in labor education have a legislative committee which is in the process of drafting language for a Labor Extension Bill in cooperation with the non-affiliated unions such as AFL/CIO and the United Auto Workers.

Programs of continuing education for organized labor have not been a part of any state plan under Title I, and labor education has not been a priority established by any state, although the Labor Studies Center at University of Missouri did receive Title I funds for a project to train public sector employees in the collective bargaining process. In general, however, there has not been input in the overall state plan that gives real recognition to the needs of organized labor.

MAX STARKLOFF
Board of Directors
American Coalition for Citizens
with Disabilities

In the past, provisions for the disabled have often ignored three things:

1. that the problem of isolation stems from physical and psychological barriers. There is a need for an architecturally-accessible environment and a change in attitude in society and among the disabled as well;
2. that a disability does not mean that a person is totally incapacitated; and
3. that the disabled are like all other people: they have families, financial resources, hobbies, problems, and skills.

Failure to recognize these factors has permitted society to justify the existing physical and psychological barriers, and the lack of available forms of education for elimination of those barriers.

There are more than 35 million disabled persons in this country, 200,000 of whom live in the St. Louis metropolitan area. With advancements in medical science and rehabilitation, the disabled are living longer and are attempting to participate in their own destiny by pursuing their civil rights in the realization of full personal dignity. However, through my daily work I continuously come into contact with disabled persons who have disappeared for a few years or more, and then resurfaced with many of the frustrations that could have been avoided if they had been more aware of the opportunities available to them. Due to not knowing what is available, and the general lack of barrier-free designs, many disabled persons become institutionalized or confined to their home and lose hope of achieving any independence. This confinement eliminates the possibility of any prospect for improving one's educational, employment, and social potential. However, with the awareness of opportunities and one's own potential, an individual can achieve independence despite his or her disability.

When disabled individuals leave the rehabilitation setting or the comfort of a protective environment they are often not prepared to face a community, which in turn is not prepared for them. This happens because the many professionals and paraprofessionals who work with the disabled are not aware of what is available, or of the true potential of the disabled. They are accustomed to working with the disabled in a protected and unnatural environment—the rehabilitation setting—and often do not fully understand the complexity of the transition from that environment to the real world. We must begin to develop programs whereby these professionals can truly understand the many obstacles the disabled must face since many of these obstacles could be eliminated with proper education and understanding. The hostile environment can be tempered through education. Architects, engineers, attorneys, city planners, developers, and advertisers, etc., need to be educated with respect to the abilities of handicapped persons. A negative view toward disability, such as referring to the disabled as "shut-ins," "invalids," "the crippled," indicates the diabled are to be protected from society and from facing responsibilities, and relates disability to illness.

Only recently has major progress been made in regard to the needs and rights of the disabled. Through organizations of, not for, the disabled such as Paraquad Inc. here in St. Louis, the American Coalition for Citizens with Disabilities in Washington, the Center for Independent Living in Berkeley, the National Parapelegic Foundation in Chicago, New Options in Houston, disabled people are demanding adequate housing, accessible public transportation, access to jobs, education, and even buildings.

In May of 1977, three significant events occurred at the federal level:

1. the signing of the regulations by HEW Secretary Joseph Califano implementing Section 504 of the Rehabilitation Act of 1973;
2. the establishment of the Office of Independent Living within the Department of Housing and Urban Development; and
3. the decision by Secretary Brock Adams of the Department of Transportation mandating that beginning September 30, 1979 all public transit buses must be totally accessible to the handicapped.

In the wake of all this progress the problem has become one of education. Abled-bodied society, as well as the disabled, must become aware of these recent changes and must be taught to use them to their best advantage. For example, continuing education programs can offer courses in barrier-free design to architects, planners, developers, contractors, home builders associations, etc. Continuing education programs can offer courses in the legal rights of the disabled to lawyers, civil rights agencies, city officials, personnel directors, medical personnel, vocational rehabilitation counselors, rehabilitation personnel, and of course to the disabled.

I would like to cite some examples of what I mean.

I, along with other disabled persons, have been negotiating with the Bi-State Development Agency (our local transit authority) to purchase totally-accessible full-sized public transit vehicles so all persons would be able to use them. It has been a difficult task to get the agency to understand how important total accessibility in public transportation is, and that it would take time for the disabled to use it on a continuing basis. Public transit has never existed before for the disabled. Something so new will take time for people to become adjusted to. To get this point across to Bi-State is still an ongoing process but people whose decisions play such a major role in the lives of so many others must become educated to the needs of all citizens.

Continuing education programs are already offering courses in sexuality, self-assertiveness, divorce, and family life. The instructors must become aware of problems and solutions for the disabled, and integrate these topics into their courses. One of the best ways to integrate the disabled into the mainstream of life is to include them in the same courses that others are taking.

Continuing education programs can offer courses for funding sources such as private and corporate foundations, state and federal funding agencies, so they may come to understand that the disabled are working to solve their own problems. To do that, these organizations of the disabled need better access to funds.

We are now in the midst of closing on a HUD loan for the Paraquad Project for the Disabled. We have encountered some very difficult problems with that project, trying to include certain architectural specifications to bring about independent living and integration for the disabled. Some form of education should be offered to the local HUD staff to help them understand that they have to listen to the consumer because we are the experts.

CURT PADDOCK
State Coordinator for Title I
Division of Community Development
State Department of Consumer Affairs, Regulations and Licensing

The current governor, and the three previous governors who served since the incept of the Title I program, gave serious consideration to the purpose of the Title I before determining its placement within the state.

Title I was created during the War on Poverty, at a time when there was national concern for marshalling all resources for the eradication of poverty and the solution to urban problems. This led to the placement of administrative responsibility for Title I in the Division of Community Affairs, which has subsequently become the Division of Community Development.

The Community Development Division is a multipurpose agency responsible for planning and administering programs to solve problems such as poverty and urban decay, which no single educational institution, governmental body, or private sector program can address, e.g. programs such as health planning, aging, physical planning, tourism, housing, the arts, and environmental improvement.

The state plan for Title I was prepared only twice during the 12 years of the program, most recently to incorporate the changes made by the 1976 Amendments to the Higher Education Act. Amendments are made annually to update the program. The purpose of the basic State Plan is to outline in general terms: the need for the Title I program, its objectives, the activities to be developed to meet the needs, and the administrative system to be used to manage the processes of project selection and grants administration.

State Title I Advisory Council members are appointed by the governor, based upon recommendations made by the Title I agency. The Council is composed of:

1. representatives from the educational sector, particularly administrators of continuing education programs;
2. elected public officials, primarily mayors and county judges; and
3. representatives of community groups and agencies, corporations, foundations, municipal and county associations.

The Council advises the state agency on policy matters, recommends projects for funding, and approves the annual state plan amendments before they are submitted to the Office of Education. Three groups play a role in determining community and learner needs:

1. *Institutions of higher education.* We held a series of four workshops across the state. Every institution of postsecondary education was invited to participate and we had an 80 percent response. We discussed gaps in programming, current responses, and future directions. This information was to serve as input not only for the development of the state plan but also for establishing selection criteria for projects.
2. *State advisory council.*
3. *The client population.* We tend to put most emphasis on this group, which we define as local government officials and the leadership of a variety of community organizations. We solicit their input in workshop settings and also through surveys. We are interested in having their views about issues to be addressed as well as the appropriate methods for addressing those areas.

The primary importance we place on obtaining and using the inputs from client groups in determining priorities and developing programs is often a source of tension. Higher education institutions view these functions as being in their area of expertise and responsibility. However, the findings of our evaluations demonstrate that project success is directly related to the level of client involvement in all stages of program planning, design, implementation, and assessment.

The state Title I staff analyzes the inputs of the three groups and presents its recommendations to the State Advisory Council for final approval. Given the small amount of money appropriated for Title I, Missouri concentrates its efforts on a limited number of priority areas and sustains this focus for a number of years to provide sufficient time for activities to have an impact on the problems being addressed.

When funds become available, the state agency sends out Requests for Proposals (RFP's) to all postsecondary institutions in the state. The RFP's contain those portions of the state plan which describe program goals, funding priorities, and project selection criteria. Applicants send letters of intent indicating their interest in submitting a proposal. The Division field staff meets with potential applicants to advise about the appropriateness of proposed projects to the established funding priorities and to assist with proposal preparation.

After proposals are received, they are sent to the State Advisory Council which prepares a written appraisal of each proposal. State agency staff meets with the Advisory Council, discusses each proposal, and makes final determination of projects to be funded. Approximately one proposal of every four received gets funded.

We recognize that we should be more involved with the St. Louis Higher Education Council and labor unions. However, we recognize that more input would raise expectations when there is not sufficient money to fund additional program areas.

Missouri evaluated its Title I program to determine the impact of Title I projects over a four year period and the variables associated with the impact. The findings were that projects which had a sustained impact after the grant period contained the following elements:

1. the problem area and the methodology to be used to address the problem were identified by the community group;
2. follow-up and technical assistance were provided in the home environment of participants after the training activities were concluded;
3. the title I support was for a longer period than one year; and
4. the expected impact of the project was clearly stated.

Project results are disseminated through Community Betterment Organizations, composed of local citizens concerned with the improvement of their communities. Technical assistance is available from the state agency to assist these organizations in implementing any title I program in their communities.

The title I program has avoided funding projects in the area of vocational education and skills training because funding for such activities is available from other sources. However, we did fund a program at the Labor Studies Center to train public employees and city managers in the collective bargaining process. There was a great need for such a program since in Missouri the demands of public sector employees are handled by a "Meet-and-Confer Law": labor presents its demands to a city manager, who hears their demands and decides the outcome. However, there is movement toward the more usual form of collective bargaining. The project proposed by the Labor Studies Center is designed to assist both sides in understanding better the collective bargaining process. The project was not approved by the State Advisory Council but the state agency took the position that the project warranted funding on the basis of its responsiveness to an urgent need. Since the project began operating, some members of the Council have become supportive of the program.

With regard to some of the amendments to title I being considered at present: In Missouri title I has been doing the kinds of things that are being proposed under the Urban Extension Bill (Title I-C). In Missouri approximately 70% of the projects funded in the last two years have been in urban areas. In addition, the Lifelong Learning Program, Part B, Title I, HEA, should not have been passed because it only serves to divert funds from Title I-A. An alternative to both I-B and C would be to amend Title I to stress both urban programming and research, and to provide funds specifically for these activities.

ZIA GIBSON
Office of the Associate Vice Chancellor
for Research
Washington University

Staff of the School of Continuing Education, and faculty from other departments at the university have had meetings with the state Title I staff. Nevertheless I think an information problem exists. Information from the state plan needs to be made available prior to the availability of the funding and the distribution of the RFP. An announcement which would contain the appropriate sections of the state plan, the program areas likely to be funded, and an estimate of when the RFP might be available, would give institutions time to determine who might be interested in responding and to prepare background material for a response.

One service we have received from the state agency which is very much appreciated is their helpfulness in identifying alternative sources of support for projects which cannot be funded by title I.

LEONARD DOUGLAS
Dean of Extension
University of Missouri—Columbia Campus

The state Title I agency has been very helpful in providing "risk capital" for unique projects that could not otherwise have gotten started.

The agency has also been helpful in identifying other resources of funds when Title I money was not available.

MR. WILLIAM HARRISON
Associate Dean
St. Louis Community College at Forest Park
(Chairman, State Title I Advisory Council)

I have played several roles related to the title I program: director of various title I projects, member and chairman of the State Advisory Council, and community activist. From each of these perspectives I have seen the value of community participation in federal programs. Although people have different ideas about how to involve the community, the important elements is that the involvement is real.

Communities will no longer cooperate with programs conceived by others, or those which address problems they had not identified. Community groups know what is needed, even if they are not able to describe their needs in "proposal-ese." It is a good idea for postsecondary institutions to get these people together from time to time. When that is done, community groups will continue to use the institution as a resource.

Federal legislation and regulations should be more specific about the nature of community involvement. One collegiate institution described its involvement as "turning out good graduates."

Title I ought to provide people with long-range problem-solving mechanisms rather than to create on-going dependency upon title I funds. Title I should be used as a temporary measure to assist people in identifying problems, solutions, and appropriate sources of long-term funding to sustain successful problem-solving efforts.

It is perhaps more important for people to learn how to analyze organizational and community needs, identify resources, and plan and implement programs, than it is for people to implement a single given project.

It is important for those who propose projects to build on the experiences of similar programs tried elsewhere. Title I programs do not often come up with ideas that have not been tried elsewhere. Like the *Great Books*, good ideas take hold and become classics. Program concepts can also become classics, they can be successfully applied in new settings and can be used in different ways.

The hearings conducted by NACECE across the country are very useful and should be continued. Such hearings help to make community people more aware of title I and the way it can help institutions and community groups do the kinds of things they would not otherwise be able to do.

Title I Hearing
Seattle, Washington
June 21, 1978

Speakers

GLEN ROSE
Assistant to Governor Dixie Lee Ray
State of Washington

DORIS COATES
Title I Program Manager
Office of Planning and Community Affairs

LOUIS O. STEWART
Education Director
Washington State Labor Council, AFL-CIO

DONALD JOHNSON
Coordinator
Programs for the Handicapped
University of Washington

JAMES WARREN
President
Edmunds Community College
(Member of the Washington State
Title I Advisory Council)

BARRY MAR
Representing the Asian-American Community

CARMEN SHONE
Personnel Officer
Training Division
Seattle First National Bank
(Representing the American Society
for Training and Development)

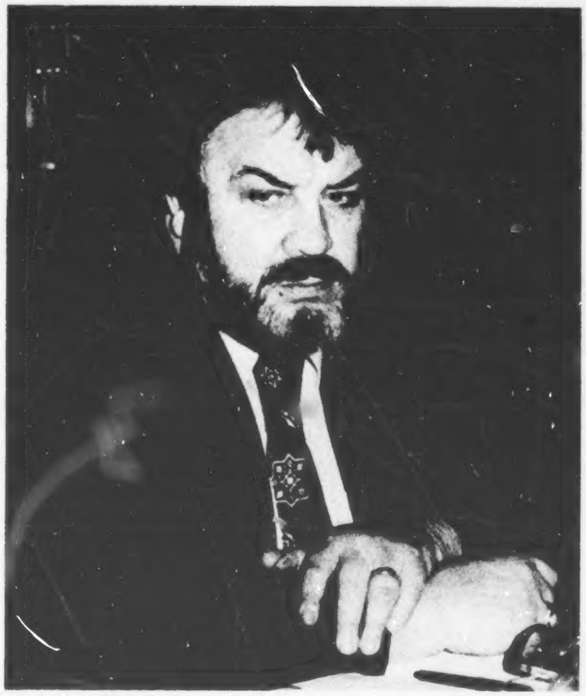
ASTRID HEDMAN
President
Seattle League of Women Voters

BARBARA ALLEN
Washington State Easter Seal Society
Governor's Commission on Education for the Handicapped
State Building Code Advisory Council

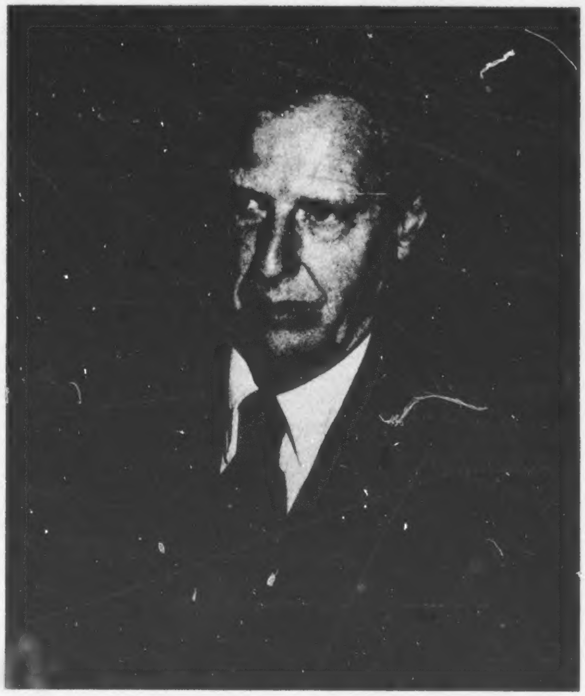
VIRGINIA SWEET LINCOLN
Washington State Chapter
American Society for Training and Development
(Employee Development Specialist, U.S. Civil
Service Commission)

SIDNEY FREEMAN
Office of Policy Planning
City of Seattle

Dr. Nancy M. Boykin



Mr. A. W. (Bill) Clement



Mr. Gilbert Anderson

Themes from Testimony Presented in Seattle, Washington
June 21, 1978

GLEN ROSE
Assistant to Governor Dixie Lee Ray
State of Washington

The State of Washington has had a long history of support for education. It is perhaps the state's most important responsibility, often accounting for 50-60 percent of our total expenditure. We believe that the quality of the education we provide will have an impact on the future of the state and the United States as a whole, through better citizen involvement in government decisions and elections, improved earning ability, meaningful use of leisure time, and increased citizen mobility. High quality basic education is the necessary foundation for continuing education and lifelong learning.

Citizen concern about the quality and necessity of government services has been increasing. At the meeting of the Education Commission of the States, which was held immediately following the passage of Proposition 13 in California, there was widespread interest in reducing governmental growth. I believe we must act thoughtfully and responsibly to this call for moderation. If we do not, then after one year of budget cuts, we will spend the next five years putting essential programs back together again. The states will have to give careful thought to their educational priorities. In addition, it is important that federal activities be reviewed with the states, as this Council is now doing, to make sure that priorities are established jointly. Federal programs which require matching funds will not be of interest unless they address problems of high priority to the state. In addition, the federal government mandates standards and programs without providing funds for their implementation. To comply with these mandates, a state must often divert funds from program areas of higher priority to the state.

I think that lifelong learning is one of America's best investments. It can train for the new jobs created by new technology; it can help ambitious people increase their value to their organizations and to the country; it can help older people continue to have meaningful lives. There are several important issues to be considered: determining appropriate levels of tuition for continuing education programs for people with limited resources; providing better counseling, particularly in vocational areas, to make sure we are not training people for unavailable jobs; and identifying the kinds of training activities which should be supported by business and other organizations in the private sector.

Recently, the National Governors' Conference brought together, for the first time, all the governors' staff assistants for education. We found that federal agencies commonly communicate only with the state agency responsible for implementing their particular program and do not share their information and program activities with the governor's aide responsible for education matters. This causes problems. Washington State has an elected chief state school officer, and at the postsecondary level, staff directors are appointed by the governor. Therefore, only indirect communication takes place within the state through the budget process. Better communication between the federal government and governor's policymaking offices would be helpful to the process of priority development. It would also be helpful if information about federal programs were provided to the education committees of the state legislature.

DORIS COATES
Title I Program Manager
Office of Planning and Community Affairs

The Title I Agency is located within the Local Government Services Division of the Planning and Community Affairs Agency. The Division is responsible for the state's relations with local governments, community groups, and community action programs. The program is administered by one full-time professional person who is assisted by a half-time secretary. The state administrator is responsible for program planning and management, contract negotiation and administration, financial monitoring, program evaluation, and for maintaining communications with postsecondary institutions. By economizing on the size of the staff, the state is able to make more money available for institutional grants. For the past several years, approximately $200,000 has been available for project grants.

The program plan and priorities for FY 1979 are now being drafted. The State Advisory Council is a 15-member body appointed by the governor. The Council plays a major role in developing the plan and has final responsibility for setting goals and priorities. The members of the Council include: local government officials (one mayor and one county commissioner), four representatives of community groups, five postsecondary education institutional representatives (two from community colleges, two from public four-year institutions, one from a private four-year college), two students, one representative from the Council on Postsecondary Education, and one from the State Board for Community Colleges. The expertise of Council members and the location of administrative responsibility for the program in the Government Services Division, provides the program with direct linkages to local communities and the problems confronting them. In addition, I work closely with the administrative assistant to the executive director of the Postsecondary Education Council, with educational organizations and agencies, and with institutions of higher education.

Information about the Title I program is distributed annually to all city and county governments, the League of Women Voters, community action agencies, professional and voluntary associations, and many other community groups. In 1973 and 1974, we conducted an evaluation of the state Title I program. As a result of this evaluation, and our own direct experience, we have established some guiding principles for the program. Foremost among them is to promote the consumer's interest, rather than the provider's interest, in the design and selection of our projects.

Due to the limited funding of title I, we have been forced to maintain a low profile in order to avoid raising expectations that this program would be able to solve all community problems. We have instead taken a step-by-step long-term approach to experimenting with innovations to improve community service through adult learning activities. We believe that it is not practical to focus on providing learning opportunities. Rather, we are attempting to link those efforts to broader high priority social purposes. Among those purposes are:

- improving citizen participation in government
- skills development for day-care workers
- urban studies for inner-city residents
- community involvement in the arts
- women in transition

We have also tried to fund projects which appear likely to attract resources other than title I funds, and programs with strong potential for continuation and replicability. An example of this strategy is the project which was funded at Cornish College. The purpose of the project was to bring visual and performing arts and art training to an inner-city neighborhood which is far removed from those cultural resources. Senior citizen residences and half-way houses were used in the project. Cornish College received $15,000 from Title I and after one year of operation, an additional $250,000 was provided by other sources for the maintenance and expansion of the project. CETA funds were provided to hire young unemployed artists to staff the projects, and support was also obtained from the Seattle Arts Commission and from the National Endowment for the Arts.

The decision to establish the priority of skills development for day-care workers resulted from a ruling by the State Department of Social and Health Services that day-care workers be licensed. Seattle Central Community College developed a program in response to this ruling, which received a three-year title I grant. In this program, education and training activities for staff are brought to the day-care centers. An additional workshop is held one evening a month which focuses on a specific issue or skill area. From 200 to 300 people usually attend these evening sessions. More than 400 people were assisted by this project in obtaining day-care licenses during the three years of its operation. No fees were charged to participants for attending any activities sponsored by the program.

In the future, we plan to give attention to assisting institutions in developing new ways to respond to the continuing education and community service needs of a changing student population. At present, the average age of community college students in Washington is in excess of 30 years.

LOUIS O. STEWART
Education Director
Washington State Labor Council, AFL-CIO

I am here today representing the 200,000 working men and women who make up the 600 AFL-CIO unions and councils of the State of Washington. We certainly do appreciate having the National Advisory Council come out here to get information directly from the local scene. Sometimes when we look at statutes, regulations, interpretations, funding allocations and other decisions which come out of the District of Columbia, and which have such an impact on our lives and on our educational systems, we get the impression that the "Feds" just dreamed them up. Therefore, we sincerely appreciate this opportunity to make input into your forthcoming deliberations on continuing education and lifelong learning legislation and its effect on us.

We have many AFL-CIO members who know the problems of schools and education and who participate in programs as students as well as board members. This week, several thousand workers finished one form of continuing education—their one night per week or one day per month apprentice-related course work that is required by state law. Thousands of AFL-CIO members take active part in school operations. Their activities range from serving as college trustees, on boards of education, joint labor-management advisory committees, and on advisory councils to the many hundreds of vocational programs. AFL-CIO members are by far the single largest organized group of students and parents of students.

Organized labor has established a mechanism for developing its official policies and positions: local problems are discussed and resolutions proposing solutions to these problems are voted on and forwarded to the State AFL-CIO Convention. At the Convention, standing committees hold hearings on these resolutions before they are debated by the delegates. After the delegates have acted, these resolutions become the policies and positions implemented by officers and staff.

My statements to this National Advisory Council are based upon the observations and experiences of thousands of union people which have been formally considered and acted upon at State conventions. We are proud of the education system in the state of Washington. We have good schools and colleges. But we believe they can be made even better, and the National Advisory Council can help achieve this goal by recommending that Congress take action on the following areas of concern:

1. *Delivery of continuing education.* Far too often, would-be adult students are deprived of continuing education opportunities on the basis of geography. Although a great variety of continuing education opportunities are available on college and university campuses, many people live or work beyond commuting distance from these activities. (a reasonable distance becomes shorter at the end of a working day, especially when it includes a commute to and from the job.) For people in this situation, educational choices are limited to correspondence courses and many decide not to participate at all. Yet every neighborhood in the State has schools which are not used in the evening. I am not suggesting that every neighborhood school be a college. I am suggesting that some incentive be provided to cause administrators to *want* to bring continuing education to where the people are.

2. *There are too many administrative units responsible for continuing education.* In vocational education, for example, we have at least six agencies in the business of planning and administering continuing vocational education. I only learned this morning who is administering the title I money in this state, although I made several phone calls to get this information in preparation for this hearing. I recommended that Congress specify the chief state school officer (in our case, the State Superintendent of Public Instruction) as the sole agent for the allocation of continuing education moneys.

3. *The language in the Higher Education Act (Title I)* sets forth as a purpose (Sec. 101(a) ". . . to strengthen community service programs of colleges and universities . . . supporting the expansion of continuing education in colleges and universities. . . ." This language gives the program an inward focus with attention on institutional growth and health. I submit that it should be amended to emphasize bringing services out of the campus to people and communities.

84

In addition, confining Title I support to collegiate institutions, excludes vocational-technical institutes from participating. In the State of Washington, the programs offered by these institutes are at least equal to and often superior to collegiate programs.

4. *The National Advisory Council would do a great service if it would recommend to the Congress that strong incentives be provided to college administrators to encourage the incorporation of innovative and nontraditional programs, courses, and credit/degree arrangements into their curricula and their catalogues.* In 1972, the Washington State Legislature created a "Select Commission on Non-Traditional Study." The recommendations of his Commission were designed to make higher education and its rewards more readily available and responsive to the needs of greater numbers of people. Continuing education and lifelong learning were major and integral concerns of the Commission as well as a central focus of the National Commission on Non-Traditional Study. With few exceptions, however, the recommendations of both groups have been ignored.

It has been my experience that college administrators tend to be highly responsive to financial incentives. Therefore, Congress should provide substantial support to institutions for the development and delivery of nontraditional continuing education services and programs, or perhaps withhold funds from those institutions whose practices discourage the enrollment of adult learners (such as an institution's refusal to give credit for the courses offered by its own extension division). I predict this would result in a substantial increase in collegiate sector continuing education and community service programs and a significant improvement in the quality and relevance of their offerings.

5. *Labor education.* Every college offers special extension and programs to assist in improving the productivity of business and industry: personnel management, industrial engineering and psychology, business principles and practices.

Very few institutions give similar attention to subject-matter of special interest to labor: principles and practices of trade unions, collective bargaining, grievance procedures, labor organization and administration, labor law, industrial insurance, job safety, and occupational health. The courses offered to workers by vocational-technical institutes and community colleges focus on developing the skills of the individual rather than on the development of organized labor or the labor movement.

Only one college in Washington, Shoreline Community College, a two-year school, offers a comprehensive labor education program with workshops, seminars, and institutes for non-resident students on a continuing education basis. Nine years ago, when this program began, enrollments were small. There was a question of whether labor unions would support this program sufficiently to warrant its continuation. However, within two years, the effectiveness of the overall program generated sufficient enrollments to justify its continuation and expansion, and to encourage other institutions to offer similar programs.

The Washington State Board for Community Colleges has recently appointed an advisory committee of labor representatives and charged it with submitting guidelines for establishing programs in other colleges in the system.

It has been difficult to get either Washington State University (the land-grant institution) or the University of Washington to establish a labor studies program. When labor discussed its needs with the administration at each of these institutions, the response was that a disinterested faculty was the barrier to the establishment of the program. The faculty, however, attributed the absence of labor studies to the conservatism of the university administration. Despite our lack of success to date, we have not given up on our efforts to have a labor studies program established at a four-year public institution in the state.

As a result of this neglect by higher education institutions, the Pacific Northwest Labor College was established. This unique institution is owned by labor unions and labor union members. Although it is located in Portland, Oregon, it serves the entire Northwest. I understand that Title I, Part B (Lifelong Learning), may provide the basis to enable the Labor College to receive some federal funds. I urge the Council to recommend that the Assistant Secretary make funds available to this institution. In addition Congress should amend Title I-A authorizing funds for such schools, at the very least in those geographic areas where public colleges do not provide labor education programs.

Wage earners provide the vast bulk of the tax money that supports higher education and wage earners should begin getting more of the benefits of such programs. Congress could make a major contribution toward the goal of providing labor with continuing education programs and services similar in quality and scope to those already available to business by enacting a separate labor extension title in the Higher Education Act.

6. *Technologically displaced workers.* People who are laid-off from work require more than a training program. They must receive support to enable them to provide food, clothing, and housing for themselves and their families. The Washington State Legislature has declared that people who are enrolled in retraining programs for 12 or more hours per week are ineligible for unemployment compensation. I urge the National Advisory Council to recommend that the Title I regulations give priority to funding retraining programs.

I ask even more vigorously that the Council recommend to Congress that federal unemployment compensation laws be amended to prevent states from denying unemployment benefits to people displaced from their jobs for technological or economic reasons and who enroll in education programs to prepare for other types of employment.

DONALD JOHNSON
Coordinator
Programs for the Handicapped
University of Washington

I have been involved with, and educated by, the rehabilitation system since 1968. For 18 years, from 1950 until 1968, I worked for business and industry. In 1968 I began to have eye problems and in 1970 I became blind.

I then went to the University of Oregon and while there I was a member of a group which was successful in getting the state legislature to pass eleven bills related to disabilities, physical access, and civil rights of handicapped people. I have been involved with rehabilitation in Washington, Oregon, California, Nevada, Idaho, Alaska, and Hawaii as a professional consultant and educator. The position I now hold was created by Sec. 504, Rehabilitation Act of 1973. My greatest concern at the present time is the funding and implementation of that legislation.

As a result of the new awareness about discrimination in services for the handicapped and the need for legislation to obtain rights for the disabled, we are seeing some very militant postures. We need to begin with some realistic programs and requirements not only for institutions but for industry and public works as well. This means that we must consider alternatives to establishing a completely barrier-free environment.

The first estimate for the removal of architectural barriers at the University of Washington ranged between $25 million and $50 million. However, as we began looking at *program access* rather than at creating the barrier-free environment required by the legislation, we were able to decrease the estimate to a "guesstimate" of $9 million. More careful analysis brought the figure closer to $4.5 million; and as we got more serious and more specific in looking at the requirements for program access, with the self-evaluation plans and other criteria involved, the figure was reduced to $3.2 million. For an institution the size of the University of Washington, that is probably a realistic figure.

The handicapped who come to educational institutions for degree or certificate programs are rather well provided for. Adequate systems are available to identify and meet the needs of these learners during the time they attend. However, continuing education presents a unique situation. The handicapped who participate often attend one class and don't return for a year or several years. If their needs were identified it would be even less costly to provide appropriate services since the duration of their participation is shorter. Several recommendations to include in legislation would make the existing system work better for disabled people interested in continuing their education. These suggestions focus on better access to programs and services rather than on costly new initiatives.

I would urge Congressional attention to the following:

1. Institutions should be permitted to make pre-acceptance inquiries as to disability and the services or support systems the individual might require. Contrary to popular belief, the university is not interested in discriminating against people with disabilities. If we could identify the handicapped with more lead time we would be able to make plans for their attendance and provide more effective counseling, thereby avoiding the present situation of addressing their needs as crises arise.

We have made some preliminary calculations of the cost of providing appropriate support services and programs for the disabled and estimate that this would require about 3%-5% above the amount expended for "normal" students.

2. There are two major service gaps which should be addressed:

a. People who become disabled in adulthood, many of whom were employed for years, are likely to find that due to their age, they are of little interest to vocational rehabilitation counselors. As a result of this disinterest, these people become dependent on family or are the recipients of low priority attention in social service and welfare agencies.

The vocational rehabilitation program provides excellent services to the high functioning client, particularly those people whose intellectual capacities are intact. In addition, the quality of service declines as the age of the client increases. Agencies are reluctant to invest their efforts on a person with an expected worklife of five years as compared to a client with a forty-five year productive life expectancy.

b. I conducted a survey as a consultant to the Oregon State Commission for the Blind on the needs of the elderly blind. We found that there was a direct correlation between age and visual acuity. We also found an inverse correlation between visual acuity and residence at home. The elderly blind are unable to get training in basic survival skills such as homemaking and other activities of daily living. These people are forced into institutional care settings even when they are economically able to stay in their own homes and would prefer to do so if they received the skill training they needed to survive.

I would urge Congress to authorize programs to enable these people to expeditiously acquire training in basic living activities. In areas where such services are available the demand is so great that eligible adults must wait three years before space becomes available.

In providing services to these people, it is important that the first priority be to develop a system for assessing the specific needs of each individual: some of the handicapped need vocational rehabilitation training while others would best be served by welfare funds.

Sylvia Porter wrote a series of articles on the cost-effectiveness of rehabilitation and reported that there was a $90 return on every tax dollar invested. This includes the investment made to help the elderly disabled remain actively functioning members of their communities. This does not imply a justification for providing older disabled people with long-term training programs to enable then to embark on new careers. It does support the need for tailor-made counseling and appropriate training to fit the specific needs of the individual.

3. In addition to the handicapped themselves, there is a cluster of other people with training needs related to the disabled:

a. We know that families of the handicapped could benefit from programs to increase their understanding and skills. However, basic research is needed to identify the specific nature and extent of the educational activities which should be provided to the family.

b. Professionals who serve the disabled also need training. In this regard, attitude change is perhaps the greatest need. There are many kinds of services which are not given consideration by professionals in the field simply because these activities were not traditionally provided. Customary responses are often the greatest barriers we face in developing service for the handicapped. For example, at the University of Washington we found that by providing training to library staff, library doors were opened to the disabled. The only cost of this program was the payment of the trainer's salary for two weeks.

JAMES WARREN
President
Edmunds Community College
(Member of the Washington State
Title I Advisory Council)

Some of the statements made during the hearing suggest the need to clarify how responsibility for the education of adults is distributed among the various agencies in the state.

The State Superintendent of Public Instruction is responsible for the adult education programs provided by the vocational-technical schools. Since 1967, when the state community college system was established, the State Board for Community College Education has had primary responsibility for adult education programs.

The title I program has had more positive impact in this state than some multi-million dollar grants. It has been amazing to see how a little seed money has been able to pull citizens and organizations together and get people involved in the processes of local government and in other vital issues and events that directly affect their lives.

Our college has used Title I grants to bring together the Snohomish County Chamber of Commerce (which includes 460 different businesses), the League of Women Voters, churches, service clubs, and various other groups, to help us reach out into the community to provide services such as seminars, short courses, and other educational activities.

There are 27 community colleges in the state, in 22 districts; 95% of all adults in the state are in easy commuting distance of a community college. The average age of our students is about 34 years. More full-time equivalent students are enrolled in community colleges than the combined enrollment of all the 4-year institutions, public and private. If a head-count calculation is used, community colleges have nearly twice as many students as 4-year institutions. Almost half the enrollees have at least one college degree.

In many instances we work with local school districts to establish community school centers. These efforts have been able to revive the community school concept in districts where schools lost their levies. The community college system receives no state support for community service activities. Such programs are now self-supporting and we have managed to do this at a low cost to the student by using the community schools.

About half the students who attend the community colleges in this State are enrolled in vocational education programs. Every year the community colleges start new voc-ed programs. "Technology in the Woods" is an example of one such program. The wood industry has become increasingly mechanized which created the need for skills training in the use of new equipment. The college worked in cooperation with an equipment manufacturer (who was having difficulty making sales because of the scarcity of qualified operators) and two labor unions to develop a training program in the use of this equipment. The program will require three academic quarters for completion. The average starting salary for graduates will be $18,000-$20,000 annually. The program will be available in Alaska, British Columbia, Washington, Oregon, and Idaho.

Our college has educational programs for senior citizens in five senior centers as well as in rest and retirement homes. We have a very successful women's program which includes a unique process, called

Access, for bringing women back to college after an absence of many years.

The State of Washington has the highest percentage of adults attending college of any state in the country. We also have the highest percentage of tax dollars spent on education. However, the state has great influxes of new residents each year. Title I will have an important role to play in providing learning opportunities and other local services for newcomers in order to maintain the high quality of life in our communities and keep all citizens involved in community decisionmaking. The title I program can be the agent for bringing together people, problems, state and local government agencies and leaders, and educational institutions.

Our college serves a unique area: five cities that started as separate municipalities became coterminous as the population grew. There are small islands of county property interspersed among the cities. The total population is sufficient to make it the fourth largest urban area in the state. The area has five mayors and duplicative city services, agencies, and departments. The splintering of governmental responsibility and its complexity makes it difficult for people to identify the appropriate offices to contact for problems or concerns. In our county as elsewhere across the country, the complexity of government leads to citizen apathy and alienation. Edmunds Community College received a title I grant to address this problem by giving citizens information and direct access to governmental leaders and agencies. The project will also provide citizens with technical assistance and resources to explore in greater depth some of their more pressing concerns —for example, the conflicting demands inherent in the desire for high quality public services and the desire for lower taxes.

The greatest problem in the title I program is the extremely low level of funding it receives. I believe title I should retain its pattern of making small grants. But with expanded funding, more communities and groups would be able to become involved in shaping their future. The future orientation of Title I distinguishes it from other forms of education which focus on the past, and to some extent, on the present.

BARRY MAR

Representing the Asian-American Community

My concerns and involvement in continuing education and lifelong learning come from four different aspects of my background and experiences:

1. I am an Asian-American of Chinese descent. The Asian population is the largest immigrant group, and the second largest minority group, in the State. (The Black population is larger.) I am a member of the Governor's Commission on Asian-American Affairs, and I am a board member and past president of the International District Improvement Association, the symbolic and social center of the King County (Seattle) Asian-American Community.

- I was director of a three-year title I-funded program, the Seattle Center for Urban Studies, a joint venture with Western Washington State College. This program served the out-of-school urban adult. The average age of participants was 35 years; the age range was 19 to 63; 65% were women; 70% were members of minority groups.

The program has now been institutionalized at Western Washington State College. A significant change has taken place in the program as a result of reduced administrative and operating flexibility. It is now locked in to the regular registration, credit-hour, university routine, which I believe destroys its purpose and withholds services from those for whom it was originally intended.

- As a consultant in staff development and training I work with employees at all levels: managers, secretaries, field supervisors and staff, and technical personnel. The training workshops and services I offer include planning and decision-making, time management, and identification of career goals.

- The dissertation I wrote to obtain a Ph.D. in Urban Education, *Urban Education: A Syndetic Inquiry* (1973), described a field which focused on the public schools and the minority students who attend these institutions. I concluded that the focus of urban education should be on providing learning opportunities from cradle-to-grave. Based on these perspectives, I recommend that the Council:

- Advocate that legislation to provide learning services for adults make no distinction between 2-year and 4-year institutions. We know that the average stay of a learner in a 2-year institution is not two years; and in a 4-year institution is much more than four years. These traditional time-based references detract from the competency and skill-based purposes for which adults participate and place a stigma on those who do not complete the program in the 2 years or 4 years suggested by the institutional labels.

- Encourage decision-makers to give first priority to addressing important philosophical and value questions which do not receive adequate attention at present. Educational programs spring from some image of the future—we educate to prepare for the future. Values and priorities, goals and objectives, are involved in our image of the future and shape the educational programs we provide. But we ignore the need to identify these underlying issues. We do not articulate the values, priorities, goals and objectives we seek to sustain or to create. As a result of this neglect the success of our programs in meeting our future needs is a matter of chance.

- Undertake bilingual assessments of consumer needs and the barriers which prevent adults from having access to learning opportunities. The language barrier is a primary problem for new immigrants and for first generation Asian-Americans. A great deal of valuable information about the needs of these people will be lost if Council surveys are conducted only in English.

- Help decisionmakers and program administrators understand that many Asian-Americans are concerned about the favoritism shown to Vietnamese refugees by the federal government. This includes the support given to provide a variety of special employment, training, and basic education programs specifically for Vietnamese. There is also the widespread belief that these refugees will eventually experience the same prejudice, discrimination, and neglect that Asian-Americans have always faced.

- Inform the continuing education community about the need for strategies to address the discrepancy between the expectations of minorities that continuing education will lead to increased earnings, and the high levels of unemployment and underemployment actually experienced by this group.

- Providers of continuing education must market and present programs which highlight personal growth and enrich the quality of life. Activities must be relevant to the experiences and cultural styles of specific minority groups. The use of minority administrators and staff for the delivery of services and the development of the curriculum, coupled with making programs accessible, are the critical factors to increasing minority participation.

- Advocate that the state be mandated responsibility for insuring that institutions receiving federal funds, and information disseminated about federal programs, address the needs of minorities.

CARMEN SHONE
Personnel Officer
Training Division
Seattle First National Bank
(Representing the American Society
for Training and Development)

There are several areas related to adult learning where the interests and activities of business and education overlap.

Entry-level training. The bank has 7,000 employees and in that sense it is like a small community with a variety of jobs to be done: money handling, processing, investments, international banking, maintenance of heating, plumbing, elevators, and office equipment. The entry-level training we provide ranges from the development of basic arithmetic and equipment servicing skills, to a self-study program which makes skill development materials available to employees the way lending libraries provide reading materials.

From the point of view of applicant flow we typically have 400 applicants a day. Perhaps 60 of these people will meet the criteria for a given job. The people who do not have skills to be employed represent a deficiency in our educational system.

In light of declining youth enrollments and the systematic closing of schools, we need to look at the utilization of school facilities, faculty, and financial resources to bring learning activities to adults. Examples of such uses would be the creation of handicapped centers or learning centers to provide community service and basic skills programs for new residents who come from locations where such training might not have been available. In addition, it is important to examine how local school districts are using the funds previously spent for youth education, as well as the money being generated from the sale or lease of school facilities.

Improving job competence. We offer programs to improve the productivity and job satisfaction of lower and upper level managers. A broad range of developmental activities are provided in addition to specific courses in subjects such as economics and accounting.

It was necessary for us to go out of the state to find an institution which had a procedure for determining and awarding credit for the knowledge and skills our employees acquired outside the formal educational system. By attending programs provided by employers, coping with work tasks and the other responsibilities of daily living, many adults acquire sophisticated skills. There should be a way for these skills to be given recognition in terms of credits which are transferable to institutions of higher education throughout the country.

ASTRID HEDMAN
President
Seattle League of Women Voters

I am here today on behalf of an organization which has long recognized the importance of providing citizens with the information to enable them to deal with the complex issues which face their community, state, and nation. The League was founded by women committed to universal suffrage and to the development of informed and responsible voters.

The members of today are still promoting informed citizen participation in government through study and action on selected governmental issues and through service to the voters of their communities.

The League's current concerns include many of the community problems listed in Title I, HEA of 1965. There is no question that the solution of community problems such as housing, employment and land use, which the League has been studying for several years, will continue in the future to require citizens and government to work together.

Policies for the community service and continuing education programs authorized by Title I should reflect the community's need for adequate information as a basis for dealing with issues, and should recognize the benefits that result when people with conflicting ideas are given the opportunity to understand and explore alternative views. In addition, our rapidly changing world requires that programs be made available to help people to keep pace with new skills and information that effect their daily lives. For example, women reentering the workforce need special educational opportunities compatible with their often limited resources in time and money.

The citizens of Seattle will continue to need easy access to the resources of postsecondary institutions for information and exchange of ideas, for assistance in dealing responsibly with community and national issues, for help in coping with changing employment requirements and social values.

BARBARA ALLEN
Washington State Easter Seal Society
Governor's Commission on Education for the Handicapped
State Building Code Advisory Council

I serve the Easter Seal Society as an advocate for the disabled. My specialization is in the area of barrier-free design. In working with educational institutions it has become very apparent that educators and administrators lack understanding about the needs of the disabled.

Many erroneous assumptions are made that are very costly in the long-run. One of these is that most of the handicapped are either confined to wheelchairs or are blind. In fact there is a large range of disabilities to be addressed. Furthermore, the needs of many of these people are unique to the individual. Proper counseling is required to identify specific needs and negotiate services to meet them.

However, as a result of the regulations for Sec. 504, Rehabilitation Act, the trend seems to be an increasing emphasis on making costly structural changes. If a more knowledgeable group were involved in assessing needs, programmatic flexibility would be stressed as a far less costly alternative for providing the disabled with access to educational programs. For example, an assessment team which included disabled people recently examined the 596 buildings of the University of Washington to identify the structural changes that would be required to make them accessible to the handicapped. By first identifying the necessary programmatic changes, they found that only 120 buildings actually required structural modifications.

Technical assistance and training programs to help administrators understand this assessment process would be very helpful. Recently, a series of very effective seminars were conducted around the country by the Association of Physical Plant Administrators. These could be modified for delivery to university administrators.

There is a great need and market for continuing education for the handicapped. My own situation is a typical example of the difficulties faced by disabled adults who need to return to school to get training in a new field. The programs I wanted to attend were not accessible. I was forced, therefore, to make a selection on the basis of program accessibility rather than its suitability to my learning needs and interests. In addition, continuing education programs are often held in older facilities, which present even greater problems for the disabled than newer buildings.

There is also a need to clarify the meaning of "mainstreaming" as it relates to the integration of the disabled adult into community life. This will be less of a problem for those disabled children who are now participating in mainstreaming programs. Disabled adults who never had such opportunities in their early years need help, but little assistance of this type is available at present.

In summary, I would recommend:

1. Stressing the programmatic flexibility aspects of the 504 Regulations before assuming that structural changes are necessary;
2. That knowledgeable and responsible disabled people are included on the assessment teams;
3. That attention be given to continuing education programs to foster the independence of disabled adults.

VIRGINIA SWEET LINCOLN

Washington State Chapter
American Society for Training and Development
(Employee Development Specialist, U.S. Civil Service Commission)

A survey of various members of the state ASTD organization reveals general satisfaction with the programs currently being offered by postsecondary institutions. However, genuine concern was expressed about the need for attention in four areas which could be appropriately addressed by Title I.

1. Evaluation of the quality of continuing education offerings, particularly those which teach communications skills. The evaluation should give attention to identifying the nature and degree of variation when more than one institution offers the same course, and should analyze the feasibility of creating a state-wide system for credit transfer.

2. Identification and evaluation of the career counseling services available to adults.

3. Development of closer cooperation between business and industry, government, and institutions of higher education to develop and deliver a variety of program offerings at hours convenient to employees, using the facilities of employers. The kind of relationship being sought is an extension of the Educational Development of Government Employees Consortium. In this arrangement six colleges work with the Federal Executive Board to pool their offerings and provide college credit courses for government employees at convenient locations during evening hours. The courses offered are acceptable for credit at all institutions in the consortium.

4. Development of a clearinghouse or resource guide containing information about all the educational programs and services available in the state. ASTD members expressed willingness to pay for the use of this information. The feeling is that a computer-assisted information storage and retrieval system would be more useful than a manual which would require constant revision.

Several speakers at this hearing described the need for training programs for trainers who work with community groups. ASTD is composed of professionals with specific expertise related to various aspects of training. Many of these people would be willing to make their skills available to community organizations.

In light of the similarity between the professional interests and concerns of ASTD and the mandates of the NACECE, it would be desirable if ASTD were represented on the Council.

SIDNEY FREEMAN
Office of Policy Planning
City of Seattle

As I understand Title I of the Higher Education Act, municipal governments have no defined role in the development of state plans for community service and continuing education programs. However, Seattle government workers, particularly those familiar with the problems of local poor and disadvantaged, have observed Washington State's Title I planning process and the services ultimately delivered. From what we have seen, some severe educational needs of special adult target groups might be more adequately met. For example, Seattle has a high proportion of retired citizens over 65; of non-English speaking citizens, predominantly Asian or Hispanic; of handicapped citizens without necessary job skills; of veterans whose education was interrupted. If local governments were represented on state advisory councils and could take part in the Title I planning process, critical local needs could be identified. Therefore, I urge the Council to recommend amendment of the legislation to require the establishment of state advisory councils containing local government representation.

Dr. William G. Shannon, Council Executive Director

The National Advisory Council on Extension and Continuing Education

Recommendations

Title I—Higher Education Act
Continuing Education and Community Service Programs

SUBMITTED TO
HOUSE SUBCOMMITTEE ON POSTSECONDARY EDUCATION
THE HONORABLE WILLIAM FORD, CHAIRMAN

February 15, 1979

NOTE:

With the assistance of scores of organizations and individuals, the Council prepared the following recommendations for the reauthorization of Title I of the Higher Education Act. These recommendations were submitted to the House Subcommittee on Postsecondary Education (William Ford, Chairman) on February 15, 1979 in the format requested.

These recommendations represent the best judgement of the Council at that time. However, the Council continues to explore the potential of Title I as a vehicle to aid underserved and unserved adult learners. Modifications of these recommendations and new recommendations will be prepared by the Council in the months ahead and will be submitted to the appropriate congressional committees and to the Administration.

Table Of Contents and Guide To Proposed Changes

Current Law Section Part A	*Proposed Change*	
—	101	Findings
—	102	Declaration of Policy
101	103	Purposes (current law—"Appropriations Authorized")
102	104	Definitions of Continuing Education and Community Service
103	105	Allotments to States
104	—	Uses of Allotted Funds (integrated into Sec. 105)
105	106	State Plans
106	—	Special Programs and Projects Relating to National Problems (renumbered Sec. 112)
107	—	Payments (renumbered Sec. 109)
108	—	Administration of State Plans (renumbered Sec. 110)
109	—	Judicial Review (renumbered Sec. 111)
110	—	Special Programs and Projects Related to the Elderly—Deleted
111	—	Technical Assistance (renumbered Sec. 114)
112	—	National Advisory Council on Extension and Continuing Education (renumbered Sec. 114)
Part B		
	—	Lifelong Learning (deleted)
	107	State Programs to Remove Financial Barriers
	108	State Programs to Improve the Quality of State and Institutional Continuing Education and Community Service Programs
	109	Payments to States
	110	Administration of State Plans (no changes recommended)
	111	Judicial Review (no changes recommended)
	112	Special Programs and Projects
	113	Technical Assistance and Administration
	114	National Advisory Council on Extension and Continuing Education

CURRENT LAW

TITLE I—COMMUNITY SERVICE AND CONTINUING EDUCATION PROGRAMS

Part A—Community Service and Continuing Education Programs

APPROPRIATIONS AUTHORIZED

Sec. 101 (a) For the purpose of (1) assisting the people of the United States in the solution of community problems such as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use by enabling the Commissioner to make grants under this part to strengthen community service programs of colleges and universities, (2) supporting and expansion of continuing education in colleges and universities and (3) supporting resource materials sharing programs, there are authorized to be appropriated $40,000,000 for the fiscal years 1977, 1978, and 1979.

(b) For the purpose of carrying out a program for the promotion of lifelong learning in accordance with the provisions of part B, there are authorized to be appropriated, $20,000,000 for fiscal year 1977, $30,000,000 for fiscal year 1978, and $40,000,000 for fiscal year 1979.

PROPOSED AMENDMENT

TITLE I—CONTINUING EDUCATION AND COMMUNITY SERVICE PROGRAMS

Delete "Part A—Community Service and Continuing Education Programs," renumber Sec. 101, and insert new sections as follows:

"FINDINGS

"Sec. 101. The Congress finds that—

"(a) Adults need opportunities to continue their education to help them develop their potential, improve their well-being, upgrade their work skills, adjust to social and technological changes, and participate in the civic and cultural life of the Nation;

"(b) State and local government agencies, labor and business, and community groups and agencies need the research, educational and technical expertise of postsecondary institutions to help solve social and economic problems and to improve the quality and range of the services they provide to their citizens;

"(c) The resources of Federal, State, and local governments, business, industry, and labor, public and private educational, cultural, community and voluntary organizations, and the communications media, support a wide range of continuing education and community service programs;

"(d) However, there are programmatic, informational, financial, and organizational barriers which make existing resources inaccessible or inappropriate to the needs of some segments of the adult population;

"(e) Cooperative planning, policy development, and delivery of services are needed to eliminate the inequitable distribution of postsecondary programs and services, to use these resources more efficiently and effectively, and to assure that learning opportunities are available and accessible to meet the constantly changing needs of our society.

"DECLARATION OF POLICY

"Sec. 102. The Congress hereby declares it to be the policy of the United States to encourage and assist States and postsecondary institutions in meeting their responsibilities for—

"(a) Making learning opportunities

RATIONALE/EXPLANATION

The findings of need adapt and expand the statements in Sec. 131, Title I-B, Lifelong Learning. They provide the rationale and framework for federal support for postsecondary continuing education and community service programs.

The proposed amendments recognize that states and institutions have primary responsibility for continuing education and community service, and create a federal role which is supportive rather than preemptive of State and institutional efforts.

Federal responsibilities are further clarified by the sharper focus given to meeting the learning needs of adults who have been inadequately served by educational offerings and the special attention paid to the needs of adults who live in urban areas.

The amendments expand the scope of current law by authorizing programs to encourage the application of research findings and technology to social, economic, and organizational development and by addressing the special training and technical assistance needs of organized labor and small business.

In order to achieve greater impact and cohesiveness, Title I-A and I-B are combined to create a single, comprehensive, state-based, continuing education and community service program.

DEFINITION OF COMMUNITY SERVICE PROGRAM AND CONTINUING EDUCATION PROGRAM

Sec. 102 (a) For purposes of this

available for adults appropriate to their previous education, or training, or handicapping condition, with no restrictions based on sex, age, social or ethnic background, or economic circumstances; and

"(b) Making instructional, research, and technical services and resources available to communities throughout the Nation."

"Sec. 103—PURPOSES

It is the purpose of this Title to authorize—

"(a) Grants to States to—

"(1) Expand and improve postsecondary continuing education programs, and educational information and counseling services, to help adults develop their potential, improve the well-being of their families and communities, and increase their ability to participate in civic, economic, and cultural activities;

"(2) Make the instructional, research, and technical resources of postsecondary institutions available for diagnosing problems, identifying the knowledge, technical skills, and products appropriate to their solution, and implementing and evaluating programs to meet the needs of State and local governments, community groups, labor, and business;

"(3) Develop strategies for obtaining long-term public and private support to assure that continuing education and community service programs will continue to be available to adults and community groups who would otherwise face programmatic and financial barriers to participation.

"(b) Programs of information gathering and dissemination, research and experimentation, coordination, technical assistance, and staff development to increase the impact of Federal continuing education programs, and to better integrate Federal efforts with State and institutional continuing education plans and programs;

"(c) To be appropriated such sums as may be necessary for the purpose of carrying out the provisions of this Title.

Renumber Sec. 102 and amend as follows:

"Sec. 104—DEFINITIONS

"(a) 'Continuing education program' means postsecondary instruction and

The definitions in current law blur significant differences between com-

CURRENT LAW	PROPOSED AMENDMENT	RATIONALE/EXPLANATION
part, the term "community service program" means an educational program, activity, or service including a research program and a university extension or continuing education offering, which is designed to assist in the solution of community problems in rural, urban, or suburban areas, with particular emphasis on urban and suburban problems, where the institution offering such program, activity, or service determines— (1) that the proposed program, activity, or service is not otherwise available, and (2) that the conduct of the program or performance of the activity or service is consistent with the institution's over-all educational program and is of such a nature as is appropriate to the effective utilization of the institution's special resources and the competencies of its faculty. Where course offerings are involved, such courses must be university extension or continuing education courses and must be— (A) fully acceptable toward an academic degree, or (B) of college level as determined by the institution offering such courses.	*support services designed to meet the educational needs and interests of adults, including the expansion of available learning opportunities for adults who are not adequately served by current educational offerings in their communities.*	munity service and continuing education, and the need for states and institutions to develop distinct organizational structures, funding patterns, program procedures, and interagency relationships for each of these program areas.
(b) For purposes of this part, the term "continuing education program" means postsecondary instruction designed to meet the educational needs and interests of adults, including the expansion of available learning opportunities for adults who are not adequately served by current educational offerings in their communities.	*"(b) 'Community service program' means activities and services provided by postsecondary institutions to national, State, and community groups and organizations to assist in the diagnosis of problems, the identification of knowledge, technical skills, and products appropriate to their solution, and the development, delivery, and evaluation of programs for using these resources to address identified needs.*	
(c) For purposes of this part, the term "resource materials sharing programs" means planning for the improved use of existing community learning resources by finding ways that combinations of agencies, institutions, and organizations can make better use of existing educational materials, communications technology, local facilities, and such human resources as will expand learning opportunities for adults in the area being served.	Delete subsection (c).	Provisions to encourage planning for the improved use of existing resources are contained in both the state and federal program provisions of the proposed amendments. This is one strategy among a great many others which should receive attention. However, since its meaning is clear, it is inappropriate to give this strategy equal emphasis to continuing education and community service programs. It should be removed from the definition section and from elsewhere in the text whenever it is used as a part of the program title.

CURRENT LAW	PROPOSED AMENDMENT	RATIONALE/EXPLANATION
ALLOTMENTS TO STATES Sec. 103 (a) From the sums appropriated pursuant to section 101 (a) for any fiscal year which are not reserved under section 106 (a) the Commissioner shall allot to each State an amount which bears the same ratio to such sums as the population of such State bears to the population of all the States, except that, for any fiscal year beginning on or after October 1, 1976, no State shall be allotted from such sums less than the amount which such State received during the fiscal year beginning July 1, 1974. (b) The amount of any State's allotment under subsection (a) for any fiscal year which the Commissioner determines will not be required for such fiscal year for carrying out the State plan (if any) approved under this part shall be available for reallotment from time to time. . . . Any amount reallotted to a State under this subsection during a year from funds appropriated pursuant to section 101 shall be deemed part of its allotment under subsection (a) for such year. (c) In accordance with regulations of the Commissioner, any State may file with him a request that a specified portion of its allotment . . . (d) The population of a State and of all the States shall be determined by the Commissioner on the basis of the most recent satisfactory data available from the Department of Commerce.	Renumber Sec. 103 and amend as follows: *"Sec. 105—ALLOTMENTS TO STATES* *"(a) From the sums appropriated for the implementation of Section 103 for any fiscal year, which are not reserved under Sections 112 and 113, the Commissioner shall allot a basic grant of—* *"(1) not more than . . . . each to Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands;* *"(2) . . . . to each State, the District of Columbia, and the Commonwealth of Puerto Rico;* *"(3) the remainder of such sums to each State, the District of Columbia, and the Commonwealth of Puerto Rico, in the same ratio as the adult population of such State bears to the adult population of all States.* *"(b) . . . Any amount reallotted to a State under this subsection during a year from funds appropriated pursuant to Section 103, shall be deemed part of its allotment under subsection (a) for such year.* *(c) No change.* *"(d) The adult population of a State shall be determined by the Commissioner on the basis of the most recent satisfactory data available from the Department of Commerce on the number of individuals 18 years of age or older."*	The population-based formula provides insufficient funds to one-third of the states for developing and implementing continuing education programs and services. State Title I administrators studied the issue during FY 1978. The findings justify amendments to provide each state with a basic grant sufficient to support an effective program, with the remainder of the appropriation distributed on the basis of a state's *adult* population.
USES OF ALLOTTED FUNDS Section 104 A State's allotment under section 103 may be used, in accordance with its State plan approved under section 105 (b), to provide new, expanded, or improved community service and continuing education programs, including resource material sharing programs.	Delete Sec. 104, Uses of Allotted Funds.	The proposed amendment to Sec. 103, Allotments to States (renumbered as Sec. 105), meets the purposes of Sec. 104 in current law.
STATE PLANS Sec. 105 (a) Any State desiring to receive its allotment of funds under this part for use in community service	Renumber Sec. 105 and amend as follows: *"Sec. 106—STATE PLANS* *"(a) Any State desiring to receive its allotment of funds under this Title shall designate or create a State agency*	The proposed changes seek to strengthen the impact of federal programs at the state level by encouraging greater coordination and by ensur-

CURRENT LAW	PROPOSED AMENDMENT	RATIONALE/EXPLANATION
and continuing education programs, including resource materials sharing programs, shall designate or create a State agency or institution which has special qualifications with respect to solving community problems and which is broadly representative of institutions of higher education in the State which are competent to offer community service and continuing education programs, including resource materials sharing programs, and shall submit to the Commissioner a State plan. If a State desires to designate for the purpose of this section an existing State agency or institution which does not meet these requirements, it may do so if the agency or institution takes such action as may be necessary to acquire such qualifications and assure participation of such institutions, or if it designates or creates a State advisory council which meets the requirements not met by the designated agency or institution to consult with the designated agency or institution in the preparation of the State plan. A State plan submitted under this part shall— (1) provide that the agency or institution so designated or created shall be the sole agency for administration of the plan or for supervision of the administration of the plan; and provide that such agency or institution shall consult with any State advisory council required to be created by this section with respect to policy matters arising in the administration of such plan;	*or institution to develop and submit to the Commissioner a State Plan for creating a comprehensive, coordinated, statewide system of continuing education and community service. The State Plan shall—* *"(1) Provide for the administration of the programs and projects funded under this Title by the designated agency or institution;* *"(2) Provide for the establishment of a State advisory council which is representative of the general public, institutions of postsecondary education and community service programs, noneducational providers and users of continuing education and community service programs such as business, labor, local government, community and voluntary agencies, and other federally-funded programs serving adult learners in the State;*	ing broad participation in program planning and implementation. It would be impossible for any single agency to represent adequately the wide range of provider and user groups in the field of continuing education. Therefore, it is particularly important that the state agency have a formal process for obtaining regular input from a broadly representative body in developing and administering the state plan, and in assessing the effectiveness of the programs and projects funded under this Title in meeting the needs of learners and provider institutions in the state. In response to a survey conducted for the Council in 1976, state Title I administrators confirmed that state advisory councils were a valuable resource to the program.
(2) set forth a comprehensive, coordinated, and statewide system of community service and continuing education programs, including resource materials sharing programs, under which funds paid to the State (including funds paid to an institution or combination thereof) pursuant to section 107 (c) under its allotments under section 103 will be expended solely for community service and continuing education programs, including resource materials sharing programs which have been approved by the agency or institution administering the plan (except that if a comprehensive, coordinated, and statewide system of community service and continuing education programs, including resource materials sharing programs, cannot be effectively	Delete subsection (2)	The broad goal of creating a comprehensive, coordinated, and statewide system of continuing education and community service programs is reaffirmed in Sec. 106 (a), of the proposed amendments. The provision which authorizes the funding of one or more proposals for continuing education and community service programs in lieu of a comprehensive, coordinated, statewide system should not be retained. The legislation should be consistent in its encouragement of greater program and policy

CURRENT LAW	PROPOSED AMENDMENT	RATIONALE/EXPLANATION
carried out by reason of insufficient funds, the plan may set forth one or more proposals for community service and continuing education programs, including resource materials sharing programs, in lieu of a comprehensive, coordinated, statewide system of such programs);		coherence. Support should be given to using limited funds for activities related to the desired goal, i.e., undertaking cooperative planning, sharing resources or information, or programs which use the combined resources of several provider groups.
(3) set forth the policies and procedures to be followed in allocating Federal funds to institutions of higher education (and combinations thereof) in the State, which policies and procedures shall insure that due consideration will be given—	*"(3) Set forth the policies and procedures to be followed in allocating Federal funds to postsecondary institutions (and combinations thereof), including the procedures to be used to—*	
(A) to the relative capacity and willingness of particular institutions of higher education and combinations thereof (whether public or private) to provide effective community service and continuing education programs, including resource materials sharing programs;	*"(A) Determine the availability of and need for continuing education and community service programs;* *"(B) Assess the interest and the relative capacity of particular institutions to provide continuing education and community service;*	
(B) to the availability of and need for community service and continuing education programs, including resource materials sharing programs, among the population within the State; and	*"(C) Encourage the development of programs whereby postsecondary institutions, in combination with other public and private agencies, institutions, and organizations, apply their resources to expand and improve continuing education and community service program offerings;*	
(C) to the results of periodic evaluations of the programs carried out under this part;	*"(D) Provide the opportunity to participate in the development of the State Plan to all eligible institutions, and to representatives of adult learner groups.*	
(4) set forth policies and procedures designed to assure that Federal funds made available under this part will be so used as not to supplant State or local funds, or funds of institutions of higher education, but to supplement and, to the extent practicable, to increase the amounts of such funds that would in the absence of such Federal funds be made available for community service and continuing education programs, including resource materials sharing programs;	*(4) No change.* *"(5) Set forth a comprehensive strategy for establishing or expanding education information centers to provide—* *"(A) Information and referral services with regard to:* *(i) Available postsecondary education and training programs;* *(ii) Available Federal, State, and other financial assistance;* *(iii) The procedures and requirements for applying for the educational and training programs and the financial assistance;* *(iv) Job placement;* *(v) Gaining admission to postsecondary educational institutions offering education programs designed to prepare persons for careers or for retraining, continuing education, or upgrading of skills;* *(vi) Competency-based learning opportunities, including testing existing*	Counseling, information, and referral services housed at educational institutions are not readily accessible nor sufficiently comprehensive sources of assistance for large numbers of adults. Federal funds should be used to encourage states to establish centers which would provide timely and relevant information and guidance about the wide range of offerings available. The elimination of information barriers to the use of existing educational resources is an essential component of an effective statewide system of continuing education and community service. *c.f. Title IV, Subpart 5, Education Information Centers.*

competencies for the purpose of certification, awarding of credit, or advanced placement in postsecondary education programs;

"(B) Guidance and counseling services designed to assist persons in identifying postsecondary educational or training opportunities that are appropriate to their needs and to their individual career plans; and

"(C) Remedial or tutorial services designed to prepare persons for postsecondary educational opportunities or training programs.

"(6) Set forth policies and procedures for making cooperative arrangements between postsecondary institutions and urban and suburban government agencies to improve the quality and scope of the services available to urban residents, including the procedures to be used to—

"(A) notify government agencies in all urban areas about the availability of program assistance;

"(B) provide opportunity for local government officials to participate in the development of plans for the program, the criteria to be used for selecting the projects or programs to receive support, identifying appropriate resources, and developing and implementing the plans for using these resources to address urban needs;

"(C) help postsecondary institutions develop the necessary administrative and financial arrangements to sustain an urban community service program."

"(7) Set forth policies and procedures for creating or expanding a labor education, training and technical assistance program in one or more institutions of higher education, including the procedures to be used to develop cooperative arrangements for working with State-level labor organizations to—

"(A) determine the specific nature and extent of the need for such services; and

"(B) assess the interest and relative capacity of postsecondary institutions in the State to apply their resources to meet the research, training and developmental needs of workers, and of officers and members of labor organizations.

During 1977 and 1978, the Council heard testimony describing some of the problems faced by workers and their organizations. Among these were:

- maintaining healthy and safe work environments;
- understanding and coping with the growth of multi-national corporations;
- coping with technological and product changes as they affect job security;
- understanding how to implement federal and state laws and court rulings that relate to working conditions; and
- understanding and coping with rapid social changes which affect family and community life.

At present, about 100 two-year and four-year colleges conduct labor extension activities. However, these reach

CURRENT LAW	PROPOSED AMENDMENT	RATIONALE/EXPLANATION
	"(8) Set forth policies and procedures to determine the effectiveness of the State program and its projects in meeting the objectives of the Plan approved by the Commissioner; *"(9) States shall evaluate and report findings relative to the effectiveness of the State program and its projects in meeting their objectives, the policies and procedures used in the development of the State Plan, and the appropriateness of the Plan toward achieving the goal of establishing a comprehensive, coordinated, statewide system for continuing education and community service; and*	less than one-tenth of one percent of the organized workforce. The absence of provisions for evaluation in current law results in incomplete information about how states assess the capacity and willingness of particular institutions to provide continuing education and community service programs; how they determined the availability of and need for service; and how they used information from evaluations which were conducted to improve program impact.
(5) set forth such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State (including such funds paid by the State or by the Commissioner to institutions of higher education or combinations thereof) under this part; and	*"(10) Set forth such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State (including such funds paid by the State or by the Commissioner to institutions of postsecondary education or combinations thereof) under this Title.* *"(b) The Commissioner shall approve any State plan and any modification thereof which complies with the provisions of subsection (a)."*	
(6) provide assurances that all institutions of higher education in the State have been given the opportunity to participate in the development of the State plan. (b) The Commissioner shall approve any State plan and any modification thereof which complies with the provisions of subsection (a). (c) The Commissioner shall not by standard, rule, regulation, guideline, or any other means, either formal or informal, require a State to make any agreement or submit any data which is not specifically required by this part.	Delete Sec. 105 (c).	Sec. 105 (c) severely restricts the ability of the Commissioner to respond to requests for information about the effectiveness of federal activities in support of continuing education and community service programs. In light of the fact that plans for gathering information must be published in the Federal Register to afford respondents the opportunity to comment about the need for and burden associated with providing the requested information, this provision is unnecessary.
	"Sec. 107—STATE PROGRAMS AND PROJECTS TO REMOVE BARRIERS TO CONTINUING EDUCATION AND COMMUNITY SERVICE *Each State may utilize up to 5 per centum of the sums allocated under Sec. 105 for research and experimentation to—* *"(a) Identify and eliminate financial and other barriers to making post-*	

CURRENT LAW	PROPOSED AMENDMENT	RATIONALE/EXPLANATION
	secondary education resources available to adult learners, and to public and private community groups and agencies; *"(b) Identify the demographic and geographic characteristics of the unserved population(s); and* *"(c) Generate accurate information to assist in developing the comprehensive, coordinated statewide system of continuing education and community service required by Sec. 106."* *"Sec. 108—STATE PROGRAMS AND PROJECTS TO IMPROVE THE QUALITY OF CONTINUING EDUCATION AND COMMUNITY SERVICE PROGRAMS* *"(a) Each State must utilize at least 5 per centum of the funds allotted in Sec. 105 for programs to—* *(1) Develop and demonstrate the use of innovative methods, systems, materials, or services of unusual promise or special value in bringing information, counseling, and related educational support services to groups of adults previously unserved by postsecondary offerings;* *"(2) Develop programs in cooperation with other Federal, federally-assisted, State, or local programs of unusual promise in promoting a better coordinated or more comprehensive approach to delivering continuing education programs or services;* *"(3) Conduct programs for the training of educators of adults and other personnel who serve or are preparing to serve adult learners, for example, counseling and guidance personnel, librarians, health services staff, etc.* *"(4) Identify alternative strategies for integrating public and private educational funds to encourage participation in and the availability of continuing education and community service programs."* *"(b) The State agency may make contracts and grants to carry out the provisions of Sec. 108.* Renumber Sec. 107 and amend as follows:	As a result of state, institutional, and community agency involvement with the great number of federally-funded programs concerned with outreach and service to new populations and with the involvement of client groups in planning, delivering, and assessing the quality of services, considerable expertise in these areas is likely to exist at the state and local level. It would be compatible with the purpose of the legislation if federal funds were used to encourage states and institutions to give attention to identifying their need for assistance, the resources appropriate to their needs and the gaps in services available in the state. If the expertise a state needs were unavailable within the state, Sec. 108 funds could be used to obtain such services elsewhere. From a developmental standpoint, however, Sec. 108 would provide states with the opportunity to develop the resources they will need to support a comprehensive continuing education and community service program in the future.
PAYMENTS Sec. 107 (a) Except as provided in subsection (b), payment under this part shall be made to those State agencies and institutions which ad-	*PAYMENTS* *"Sec. 109 (a) Except as provided in subsection (b), payment under this part shall be made to those State agencies and institutions which administer plans*	

CURRENT LAW	PROPOSED AMENDMENT	RATIONALE/EXPLANATION
minister plans approved under section 105 (b). Payments under this part from a State's allotment with respect to the cost of developing and carrying out its State plan shall equal 75 per centum of such cost for the fiscal year ending June 30, 1966, 75 per centum of such costs for the fiscal year ending June 30, 1967, 50 per centum of such costs for the fiscal year ending June 30, 1968, and 66⅔ per centum of such costs for the fiscal year ending on or after June 30, 1969, except that no payments for any fiscal year shall be made to any State with respect to expenditures for developing and administering the State plan which exceed 5 per centum of the costs for that year for which payment under this subsection may be made to that State, or $40,000, whichever is the greater. In determining the cost of developing and carrying out a State's plan, there shall be excluded any cost with respect to which payments were received under any other Federal program. (b) No payments shall be made to any State from its allotments for any fiscal year unless and until the Commissioner finds that the institutions of higher education which will participate in carrying out the State plan for that year will together have available during that year for expenditure from non-Federal sources for college and university extension and continuing education programs not less than the total amount actually expended by those institutions for college and university extension and continuing education programs from such sources during the fiscal year ending June 30, 1965, plus an amount equal to not less than the non-Federal share of the costs with respect to which payment pursuant to subsection (a) is sought.	*approved under section 105(b). Payments under this part from a State's allotment with respect to the cost of developing and carrying out its State plan shall equal 66⅔ per centum of such costs for the fiscal year ending on or after Sept. 30, 1979, except that no payments for any fiscal year shall be made to any State with respect to expenditures for developing and administering the State plan which exceed 5 per centum of the costs for that year for which payment under this subsection may be made to that State, or $50,000, whichever is the greater.* *(b) No payments shall be made to any State from its allotments for any fiscal year unless and until the Commissioner finds that the institutions of higher education which will participate in carrying out the State plan for that year will together have available during that year for expenditure for college and university extension and continuing education programs an amount equal to not less than the non-Federal share of the costs with respect to which payment pursuant to subsection (a) is sought.*	There are several important objectives to be achieved by permitting, and even encouraging, states and institutions to use other federal program funds to fulfill the matching requirements of this Title: • it would encourage cooperative program planning and implementation; • it would support the sharing of other resources; • it has potential for demonstrating to participants and staff of other programs that there is an important relationship between continuing education and achievement of the goals of their programs. The legislation should specify that if other federal funds are used to support projects authorized by this Title, they should come only from programs related to the purposes of Title I. The need to obtain state and institutional commitment to providing continuing education and community service programs can be achieved by establishing a limit to their use, for example, "only 50 per cent of the costs may be supported by funds from other Federal programs."
SPECIAL PROGRAMS AND PROJECTS RELATING TO NATIONAL AND REGIONAL PROBLEMS Sec. 106 (a) The Commissioner is authorized to reserve from the sums appropriated pursuant to section 101 for any fiscal year an amount not in excess of 10 per centum of the sums so appropriated for that fiscal year for grants pursuant to subsection (b).	Renumber Sec. 106 and amend as follows: *"Sec. 112—SPECIAL PROGRAMS AND PROJECTS RELATING TO NATIONAL AND REGIONAL PROBLEMS* *"(a) The Commissioner is authorized to reserve from the sums appropriated pursuant to Sec. 105 for any fiscal year an amount not in excess of 5 per centum of the sums appropriated for*	

CURRENT LAW	PROPOSED AMENDMENT	RATIONALE/EXPLANATION
(b) (1) From the sums reserved under subsection (a), the Commissioner is authorized to make grants to, and contracts with, institutions of higher education (and combinations thereof) to assist them in carrying out special programs and projects, consistent with the purposes of this part, which are designed to seek solutions to national and regional problems relating to technological and social changes and environmental pollution. (2) No grant or contract under this section shall exceed 90 per centum of the cost of the program or project for which application is made.	*that fiscal year for the purposes of this section.* *"(b) From the sums reserved under subsection (a), the Commissioner is authorized to make grants to, and contracts with, institutions of postsecondary education (and combinations thereof) for multi-year pilot programs to demonstrate ways of using existing postsecondary continuing education and community service resources to bring timely, appropriate, and cost-effective learning and problem-solving activities to aid in the solution of high priority national issues.*	The national priorities to be addressed should be specified in regulations rather than in the legislation. This would give the Commissioner greater flexibility to address emerging national needs as they arise.
SPECIAL PROGRAMS AND PROJECTS RELATING TO PROBLEMS OF THE ELDERLY Sec. 110 (a) The Commissioner is authorized to make grants to institutions of higher education (and combinations thereof) to assist such institutions in planning, developing, and carrying out, consistent with the purpose of this part, programs specifically designed to apply the resources of higher education to the problems of the elderly, particularly with regard to transportation and housing problems of elderly persons living in rural and isolated areas. (c) In carrying out the program authorized by this section, the Commissioner shall consult with the Comsioner of the Administration on Aging for the purpose of coordinating, where practicable, the programs assisted under this section with the programs assisted under the Older Americans Act of 1965.	*"(c) In selecting the projects to be supported by this section, the Commissioner shall give priority to experimental projects for which there is likely to be a need for replication in each State.* *"(d) Project reports should provide Congress and the Administration with information about the nature and extent of the need for the services, the populations and/or geographic areas most directly affected by the problem, the success of the program in alleviating the problem and its effectiveness in stimulating the application of a combination of public and private resources.*	Almost all states use Title I funds to provide programs for the elderly, either as the primary target population for a project or as one of a number of special groups being served. These state-based projects focus on problems or issues specifically facing older people in the state. In addition to state based Title I projects, and those funded under the Older Americans Act, the Commissioner would have authority under proposed Sec. 112 to establish priority funding for the elderly if there were evidence to support such action.
TECHNICAL ASSISTANCE AND ADMINISTRATION Sec. 111 (a) The Commissioner is authorized to reserve not to exceed 10 per centum of the amount appropriated for any fiscal year pursuant to section 101 (a) in excess of $14,500,000 for the purpose of this section. (b) From funds reserved under subsection (a) of this section, the Commissioner shall provide technical assistance to the States and to institutions of higher education. Such technical assistance shall— (1) provide a national diffusion network to help assure that effective pro-	Renumber Sec. 111 and amend as follows: *"Sec. 113—TECHNICAL ASSISTANCE AND ADMINISTRATION* *"(a) The Commissioner is authorized to reserve not to exceed 5 per centum of the amount appropriated for any fiscal year pursuant to Sec. 105, for the purpose of this section.* *"(b) From funds reserved under subsection (a), the Commissioner shall develop, with a representative groups of State Title I Administrators, plans to provide technical assistance to the States and to postsecondary education institutions. Such technical assistance*	The proposed reduction in the percentage of funds the Commissioner may use for technical assistance is predicated on passage of proposed Sec. 108, which will enable states to obtain from postsecondary institutions within the state some of the technical services now provided by the Commissioner.

CURRENT LAW	PROPOSED AMENDMENT	RATIONALE/EXPLANATION
grams are known among such States and institutions; (2) assist with the improvement of planning and evaluation procedures; and, (3) provide information about the changing enrollment patterns in postsecondary institutions, and provide assistance to such States and institutions in their efforts to understand these changing patterns and to accommodate them. (c) The Commissioner shall provide for coordination between community service and continuing education programs (including resource materials sharing programs) conducted by him with all other appropriate offices and agencies, including such offices and agencies which administer vocational education programs, adult education programs, career education programs, and student and institutional assistance programs.	*shall—* *"(1) no change* *(2) no change* *(3) no change* *(c) no change*	
NATIONAL ADVISORY COUNCIL ON EXTENSION AND CONTINUING EDUCATION Sec. 112 (a) The President shall, within ninety days of enactment of this part, appoint a National Advisory Council on Extension and Continuing Education (hereafter referred to as the "Advisory Council"), consisting of one representative each of the Department of Agriculture, Commerce, Defense, Labor, Interior, State, and Housing and Urban Development, and the Office of Economic Opportunity, and of such other Federal agencies having extension education responsibilities as the President may designate, and twelve members appointed, for staggered terms and without regard to the civil service laws, by the President. Such twelve members shall, to the extent possible, include persons knowledgeable in the fields of extension and continuing education, State and local officials, and other persons having special knowledge, experience, or qualification with respect to community problems, and persons representative of the general public. (b) The Advisory Council shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the	Renumber Sec. 112 as proposed Sec. 114. See explanatory statement.	Recognizing that it is not possible for any one entity to be completely representative of all people and institutions related to the field, it is important and feasible to maintain Council membership which is representative of the primary target populations and the institutions and agencies which are most significantly involved in supporting and delivering continuing education and community service programs. Presidential appointments of public members and executive orders designating the federal agencies to be represented should be guided by the following: • that there be a suitable balance between public and federal agency representation to insure that the public sector retain preeminence in Council deliberations; • that Federal representation be drawn primarily from those agencies providing most support for continuing education and community service. In past years, the Council recommended that its composition and its mandate be amended to reflect more accurately changes in the scope of Federal activities and the agencies which administer these programs.

CURRENT LAW	PROPOSED AMENDMENT	RATIONALE/EXPLANATION
administration of this part, including policies and procedures governing the approval of State plans under section 105 (b), and policies to eliminate duplication and to effectuate the coordination of programs under this part and other programs offering extension or continuing education activities and services. (c) The Advisory Council shall review the administration and effectiveness of all federally supported extension and continuing education programs, including community service programs, make recommendations with respect thereto, and make annual reports, commencing on March 31, 1967, of its findings and recommendations (including recommendations for changes in the provisions of this part and other Federal laws relating to extension and continuing education activities) to the Secretary and to the President. The President shall transmit each such report to the Congress together with his comments and recommendations.		The Council will provide the Congress with specific recommendations for making the Council more representative of the field and more responsive to the needs of Congress and the Administration.

Federal Financial Aid and The Adult Learner

Most adult learners are disqualified from participating in Federal financial aid programs. Eligible adult learners do not participate in proportion to their percentage of the college-going population. Many others cannot participate for lack of financial aid.

The major purpose of Federal financial aid programs is "to assist in making available the benefits of postsecondary education to qualified students in institutions of higher education." The reference to "qualified students" is subsequently redefined by legislation as "all eligible students." In turn, this restriction is further limited by periodic reference to students "of exceptional need"; to students "of greatest need"; to students "in great financial need"; to students simply "in need"; and, finally, "to qualified students who, for lack of financial means, would be unable to obtain such benefits (of postsecondary education)."

EXCLUSIONS

By reverse definition, the legislative language and administrative regulations governing the implementation of these programs also define the categories of individuals which are *excluded* from participation. These include all regularly enrolled students studying on a less than half-time basis for degrees and credits, and all non-degree, non-credit learners enrolled in formal educational programs. It *excludes* those with a parental income or an independent income above a certain level. It *excludes* students enrolled for degrees and credits through correspondence study when more than one-half their formal training occurs through such non-traditional programming.

It has been recently estimated that there are about seventeen million adult learners participating in some kind of formally structured educational and learning program. It has been further estimated that nearly forty percent of these, or 6.3 million, are enrolled in postsecondary institutions on a part-time basis.

This single requirement that students must be enrolled in undergraduate degree and credit courses at postsecondary institutions effectively excludes more than eighty percent of all adult learners from Federal student aid programs. Nonetheless, it has been also estimated that there are over three million adult learners who are enrolled in eligible programs at the postsecondary level.

Fifty-seven percent of these seventeen million adults pay their own tuition expenses, with an additional twenty-seven percent having these expenses paid by their employers. In other words, only about one out of five adult learners receives any form of public subsidy for his or her education. Most of these individuals are employed and have already been exposed to postsecondary education. Participation rates in adult learning activities are increasing among those with incomes in excess of $10,000, while participation rates are decreasing among those with incomes of less than $10,000.

The average participant in postsecondary continuing education is relatively affluent, relatively educated, employed, and white. A consistently high number of these participants identify job and career-related reasons for their participation.

MINORITIES AND WOMEN

In contrast, participation among minority groups in postsecondary continuing education continues to decrease in proportion to their eligible adult population, with similar decreases evident among low-income families. For instance, Black participation increased only five percent from 1969 to 1975 while the total Black population increased eighteen percent. White adult participation, however, increased thirty-two percent while the total white adult population increased only 11.3 percent. It is strongly suspected that similarly low participation rates exist among Hispanics.

Participation rates among women continue to increase, and women now represent a small majority of participants in adult learning. However, census data indicate that less than one-quarter (23 percent) of the part-time enrollments of women over thirty-five years of age come from those not already in the labor force. Although more married women and housewives are returning to adult learning after their child-rearing cycles, they do not appear to be returning in proportion to their percentage of the eligible adult population.

PUBLIC POLICIES

Despite these enrollment patterns, and the fact that far more learners are excluded from Federal aid than are included, the two fundamental public policies that guide Federal support for postsecondary education are: 1) equal educational opportunities; and 2) equity of access to the resources of postsecondary instruction.

Federal financial aid programs include a variety of assistance formulas variously called entitlements, grants, loans, and subsidies. Without exception, these formulas are allocated and distributed on the basis of some demonstration of financial need. There is no consistency among these programs on how financial need is to be determined. Some indicators are embedded in the Congressionally authorized legislation. These, in turn, are explained and enlarged upon through a series of complicated regulations "as determined appropriate by the Commissioner of Education." In some programs, the weight of demonstration of need falls upon the parents of dependent students and upon independent students themselves.

In other instances, the demonstration of financial need is "as determined by the institution." In the case of the State Student Incentive program, it is the partial responsibility of the participating States to make that determination.

It is an underlying assumption of financial aid programs that the Federal government should only "assist" in making educational opportunities available to those in need. Additional assistance is expected from parents, from students, from institutions, from States, and from public sector employers and private sector lending agencies. Consequently, most aid is not distributed directly to educational consumers and users, but indirectly to them through these agencies in the form of entitlements, grants, direct and guaranteed student loans, and highly subsidized employment opportunities.

ALLOCATION FORMULAS

In addition to the demonstration of financial need, Federal dollars are allocated through a variety of formulas which are as inconsistent as the mandated determinations of individual need. These formulas are dependent upon an interpretation of State enrollment demongraphics; the numbers of full-time students in attendance at various institutions; several applications of the full-time equivalency formula; the numbers of families in a given area falling beneath a certain income level; the number of students between the ages of eighteen and twenty-two; the number of students who are high-school graduates; or the number of students engaged in at least half-time study.

The U.S. Office of Education's Division of Student Financial Assistance collects no statistical information regarding part-time student participation in its financial aid programs. Since less than half-time students are ineligible to participate, and because most aid is generally acknowledged to go to full-time students, the only reasonable tabulations regarding part-time participation (half-time or better) have been collected by the American Council on Education's Higher Education Panel in its report, *Estimated Number of Student Aid Recipients, 1976-77* (see Table 1).

If these estimates are within an acceptable range of accuracy, then it is apparent that eligible part-time adult learners are not benefitting as much as they might from Federal aid programs. There may

110

be good reasons for their low participation rates: substantial support from the private sector, lack of interest or demand for public aid, or simple lack of awareness of their eligibility status.

Only seventeen percent of adult postsecondary students/learners receive public funds to meet their college expenses, with much of this support coming from G.I. Bill entitlements. These entitlements, moreover, have no needs-based criteria and generously allow for part-time participation. This percentage contrasts sharply with full-time students, nearly fifty percent of whom receive some form of public aid, apart from subsidized tuitions.

The contrast is heightened by recent proposals by the Administration and Congress to provide tuition tax credits, and by recent enactment of middle-income student assistance to families with dependents in college. These activities have been motivated by the same principals of equal educational opportunity and equity of access to postsecondary instruction that motivated the financial aid programs of the Education Amendments of 1972 and subsequent legislation.

It is projected that if both of these proposals had been passed by the Congress and signed into law by the President, public subsidies for postsecondary education would have been extended to cover over seventy percent of the eligible enrolled population. In other words, Federal aid would have been extended to cover broader segments of the traditional full-time college enrollments, which is a declining market, and not non-traditional part-time enrollments among adults, who currently benefit least from public subsidies and who represent the most rapidly expanding segment of postsecondary enrollments.

TABLE 1*

Characteristics of Students Receiving Aid Under Office of Education Assistance Programs, 1976-77
(In Percentages)

Institutional Characteristics	Total (unduplicated count)**	BEOG Program	SEOG Program	CWS Program	NDSL Program	GSL Program
Number of recipients	1,937,000	1,411,000	432,000	698,000	757,000	695,000
Sex						
Women	53.5	55.1	53.7	55.0	49.7	46.3
Men	46.5	44.9	46.3	45.0	50.3	53.7
Total	100.0	100.0	100.0	100.0	100.0	100.0
Racial/Ethnic Group						
Minority	34.9	43.0	39.1	29.3	25.7	17.0
Nonminority	65.1	57.0	60.9	70.7	74.3	83.0
Total	100.0	100.0	100.0	100.0	100.0	100.0
Enrollment						
Full-time	91.6	90.2	96.2	95.4	95.5	92.4
Part-time	8.4	9.8	3.8	4.6	4.5	7.6
Total	100.0	100.0	100.0	100.0	100.0	100.0
Status						
Dependent Undergraduate						
Family Income						
Less than $6,000	22.8	30.0	24.4	19.2	14.9	8.0
$6,000-$7,499	10.1	13.5	11.0	8.9	6.9	5.5
$7,500-$11,999	17.8	19.6	20.5	18.4	17.8	12.9
$12,000-$14,999	12.2	8.6	12.0	16.5	16.5	16.8
$15,000 or more	9.0	3.3	6.6	11.5	14.5	23.8
Independent Undergraduate	24.0	24.9	25.6	20.5	21.6	18.4
Graduate Students	4.0	—	—	5.0	7.8	14.6
Total	100.0	100.0	100.0	100.0	100.0	100.0

* From *Estimated Number of Student Aid Recipients, 1976-77* (American Council on Education's HIGHER EDUCATION PANEL REPORT, Number 36).

** Excludes Guaranteed Student Loan Program.

ISSUES

There may be other reasons to explain the lack of eligible part-time student participation in Federal aid programs. One important reason may lie in the legislative language itself, and in the administrative regulations which interpret that language. The Council reviewed this set of materials and identified the following issues which pertain to the participation of adult part-time students in Federal financial aid programs. *(Underlying our discussion of these issues is a conviction that less than half-time students, whose financial needs can be demonstrated, should also be allowed to participate in the benefits of publicly subsidized entitlements, grants and loans for educational purposes.)*

A. ELIGIBILITY STATUS

Based on various criteria of financial need, most aid programs are limited to degree and credit students who have been accepted for, enrolled in, or are "in attendance" means "a student who attends an Section 491 of the General Provisions, which is applicable to all student assistant programs, the term "in attendance" means "a student who attends an institution of higher education at least on a half-time basis, as defined by the Commissioner by regulation." At most institutions, enrollment for twelve credit hours of instruction (or its equivalent in clock hours or other acceptable forms of measurement) is considered full-time study; enrollment for six credit hours or more, or its equivalent, is considered part-time study.

In the BEOG and SEOG programs, student eligibility is limited to one-half time or better. In fact, only 9.8 percent of BEOG recipients are part-time students, and only 3.8 percent of SEOG recipients are part-time students.

The Federal matching grants to States to support State Student Incentive Grant programs is similarly restrictive in limiting eligibility to half-time or better students. However, in this program, States have been actively encouraged to open up their incentive programs to include more part-time (half-time or better) participation. Thus far, the USOE reports that twenty-two States have made this accommodation, although the part-time participation rates in these individual States is not known.

Both the direct student loan program and the guaranteed student loan program, which provide federally subsidized interest rates to both institutions and private lending agencies, are restricted to half-time or better students. With the exception of certain cancellation clauses, these loans are fully repayable. Part-time student participation in these loan programs is also noticeably low.

OBSERVATIONS:

The arbitrary delimiting of student eligibility to those enrolled at least one-half time or better relates to nothing that is known about the learning process, student performance, or the quality and effectiveness of education.

If the purpose of Federal financial aid programs is to aid those in financial need who might not otherwise share the benefits of postsecondary education, then the exclusion of less than half-time students from the programs, and the low participation rates of eligible part-time students, suggest inequitable treatment for those part-time students who might otherwise be able to demonstrate their financial need.

USOE has proposed new regulations that recommend the removal of the three-quarter time stipulation. If adopted, students enrolled on a half-time to full-time basis will have their BEOG and other grants pro-rated. Once administrative adjustments are made to accommodate this change, it may be easier to consider pro-rating awards for those enrolled on a less than half-time basis.

Unlike entitlement, grant, and work-study programs, subsidized Federal loan programs are repayable. If part-time students agree to the repayment schedules, this form of Federal aid represents a minimal encumbrance on Federal resources and can aid unserved students.

B. ALLOTMENT AND ALLOCATION FORMULAS

Based upon financial needs criteria variously determined by the Federal government, the State governments, and the institutions, funds are distributed to individuals, institutions, and States through a number of allocation formulas.

SEOGs are apportioned on the basis of the number of full-time students and the full-time equivalent of part-time students. State Student Incentive grants are allotted on the basis of the number of students "in attendance" (half-time or better) at institutions within a State. The unfunded "cost-of-education" program of grants to institutions would have allocated funds based on the number of undergraduate students in attendance at each institution and the number of BEOG recipients.

In addition, initial-year guaranteed student loan advances were distributed on the basis of a State's eighteen to twenty-two year old population. In contrast, the direct student loan program authorizes payments based on the number of full-time enrollees at institutions in a given State.

Unlike all other financial aid programs, the College Work-Study funds are allotted to States based on a three-part formula: 1) the full-time enrollees at institutions; 2) the number of high school graduates; and 3) the number of related children under eighteen years of age living in families with annual incomes of less than $3,000 in each State.

OBSERVATIONS:

With the exception of income levels mentioned in the College Work-Study program, not one of the allocation formulas has anything to do with the overriding criteria of financial need.

The somewhat arbitrary and inconsistent use of State and institutional student demographics does not appear to be the most effective means to allocate funds which are intended to provide **equal** *educational opportunities and* **equity** *of access to all eligible individuals.*

In some instances, the FTE formula is used to determine allocations. The FTE formula includes all part-time students, including both less than and more than half-time students. In effect, part-time students, in the form of the FTE count, are used to determine levels of financial support, but with minimal exceptions, the majority of part-time students either cannot or do not benefit from these allocations.

Federal aid programs enforce an obligatory cut-off of $200 at the lower level. Such a sum may not meaningfully affect a full-time student's education, but it can affect the financial ability of a part-time student. (Ironically, recent tax credit and middle-income assistance proposals are intended to provide some relief at this level and less.)

C. DETERMINATION OF NEED: INDEPENDENT STUDENTS

The key to the determination of need among eligible students is the annual publication by the Commissioner of Education of the schedule of expected family contributions. From the beginning, this schedule was inherently designed on the assumption that the typical postsecondary student was somehow dependent upon family income for his education.

Many students, both part-time and full-time, are not dependents. They are independent of parental income. This is particularly true of adult part-time students, who are more likely to be employed and have families of their own. Consequently, the application of the schedule of expected family contribution to independent and/or part-time students is inappropriate and presumptuous and creates arbitrary barriers to access to and participation in postsecondary education among many current and potential students.

The Commissioner of Education recently published an announcement proposing certain changes in the rules governing the status of independent students and independent students with dependents. These proposed rules are applicable to the BEOG program and to the three-campus-based aid programs (SEOG, Direct Student Loans, and College Work Study).

The current regulations define an independent student as, a) one who has not been claimed by any person, except a spouse, as an exemption for income tax purposes; b) one who has not received more than $600 from parental income; and c) one who has not lived for more than two consecutive weeks in the parental home. The proposed regulations would alter each of these three definitions by, a) extending to two calendar years prior to the year aid is requested the tax exemption criterion; b) raising to $750 the eligible parental contributions; and c) extending to six weeks the amount of time an independent student may reside in the parent's home. In addition, the rules would raise to $3,450 the eligible income level which would allow an independent student to qualify for a maximum BEOG grant.

Additional adjustments are proposed for independent students with dependents in the form of "protection against assets." Previously, adult part-time students were disqualified from eligibility because of the accumulation of assets, particularly in the form of home equity. The proposed rules would help protect the assets of such students up to $25,000 with assets above this level assessed at five percent as the expected family contribution.

This treatment of assets "would preserve the concept that the independent student should contribute a greater portion of his or her resources toward postsecondary education expenses." While this adjustment increases the ability of adult part-time students to become eligible for Federal financial assistance, the disposition of the Commissioner toward these students continues to be based on "the concept of a more stringent treatment of the independent student's resources."

OBSERVATIONS:

The objective of the proposed changes in the treatment of independent students is a recognition "that the independent student with dependents has family responsibilities which are identical to those of the parents of dependent students."

This recognition is a major advance toward more equitable treatment for adult learners. It is still not clear, however, why the assets of such individuals ought to be treated more stringently. Independent students, regardless of financial obligations and need, continue to face stiffer contribution schedules than dependent students.

Census data indicate that independent students between the ages of eighteen and twenty-four have less income than dependent students. Other analyses suggest the same situation for older age cohorts.

D. AGE CATEGORIZATION

Participation in financial assistance programs is open to those who are qualified and eligible and who can demonstrate some level of financial need. Underlying the programs, however, is a persistent emphasis on young adults. They are categorized as "youths" in the SEOG program; the "eighteen to twenty-two" population in the guaranteed student loan program; "dependents" throughout the title IV legislation; recent "high school" graduates for purposes of the College Work-Study allotment formula; and elsewhere in the focus on entry-level access and recruitment to postsecondary instruction following secondary instruction.

OBSERVATION:

Although emphasis on young adults is realistic in terms of the historic evolution of Federal financial aid programs, in terms of the demographics of current postsecondary enrollments, such an emphasis, however deliberate or inadvertent, is unwarranted.

E. TERMINOLOGY

Most adult students are considered non-traditional learners, not only because of their part-time status, but because of their participation in non-traditional forms of learning. A recent NCES analysis of non-credit activities in colleges and universities indicates that fifty-two percent of college courses are taken for non-credit. Other students enroll for credits but not for degrees. Because of the independent, employment, and family status of most part-time students, many drop in and drop out of postsecondary instruction with regularity. Institutions, therefore, design schedules, programs, and both credit and non-credit courses specifically for non-traditional students. These are made available to part-time learners in unique locations and for time spans which are markedly dissimilar from those provided full-time traditional students.

The legislative and regulatory language governing the administration of financial aid makes no such accommodation for most non-traditional learners. Eligibility rests upon sequential learning, terminal degrees and credits, residential status, semesters, and courses. There is emphasis on beginning-year enrollments and registrations, and institutional guarantees of students "in attendance," "advancement," and "in good standing" for purposes of fund allocations.

At many institutions—some exclusively non-traditional in nature—individuals may earn credits and even degrees through a variety of external degree programs and through legitimate learning activities that require minimal residency requirements and heavy correspondence course work.

OBSERVATIONS:

Although students enrolled in correspondence study are eligible for certain grants, there is a one-half time limitation for such study. Students engaged in correspondence study in excess of a one-half time basis are automatically disqualified from aid participation. This language is a reflection of requirements generated by a credentialling system designed for full-time degree students. Most adult learners do not enroll for terminal degrees; many do not enroll for *credits. Yet access to Office of Education financial aid programs, unlike access to VA's educational benefits, is largely determined by a non-traditional adult learner's ability or inability to comply with standards designed for traditional students.*

Recent proposals to alter the regulations affecting a definition of "independent students" suggests the need to undertake a more comprehensive review of the legislation and regulations affecting these students.

F. INSTITUTIONAL FINANCIAL AID OFFICERS

Eligible students may apply for and receive more that one form of financial aid. Because much aid is channeled through academic institutions, the role of institutional financial aid officers is crucial in the packaging of financial assistance, in the determination of individual needs, and, in most instances, a decision on an individual's eligibility.

Ninety to ninety-five percent of all financial aid goes to full-time students, despite the fact that nearly forty percent of postsecondary students are enrolled part-time, many of whom are legally eligible to receive aid. To confirm this, a recent questionnaire concluded that two-thirds of the nearly 2,000 financial aid officers who responded said that half-time students with equal need would be less likely to get aid than full-time students.

OBSERVATIONS:

Section 493C of title IV authorizes a program "to increase the proficiency of institutional and State financial aid administrators in all aspects of student financial aid." Funds are needed to accomplish this objective, with special emphasis on alerting administrators to the needs of part-time students.

G. SUBSIDIES AND INCENTIVES

A variety of Federal inducements are used to attract the cooperation of institutions, private lending agencies, public sector employers, and States in implementing financial aid programs. For the States, there is a dollar-for-dollar matching grant. For employers, there is an eighty percent Federal subsidization of student employees. For lending agencies, there is a Federal guarantee of student loan interest rates, plus a "special allowance" to make interest rates more attractive and competitive. For the three campus-based aid programs, there are annual appropriations to cover institutional administrative costs based on a percentage of loans and grants.

OBSERVATION:

There are no Federal incentives to encourage institutions, States, and agencies to increase the level of their support to part-time students. More deliberate use of the FTE formula would be an effective way to appropriate funds to institutions, with the necessary insistance that part-time students benefit, on the basis of need, and in reasonable proportion to their percentage of enrollments.

H. PRIVATE SECTOR SUPPORT

Although most part-time adult learners pay their educational costs out-of-pocket, twenty-seven percent receive some help from their employers. This help is provided independently of Federal support. With the exception of student loan programs, which are administered in part by private sector lending agencies, Federal financial aid programs do nothing to encourage private sector support for postsecondary students, full-time or part-time.

The College Work-Study program is intended "to promote the part-time employment of students." This results in an eighty percent subsidization of student labor in the public and non-profit private sector. The profit-making private sector is totally excluded from participating in this program.

As in other Federal assistance programs, the College Work-Study program is skewed in favor of the full-time student. Only one out of twenty student participants in the program is a part-time learner.

OBSERVATIONS:

Despite the willingness of the Federal government to subsidize student labor on a part-time basis, there is no corollary program to specifically encourage the same individual's part-time participation in education. The two approaches would seem to be compatible.

The Department of Labor's CETA program has made massive use of private sector prime sponsors. In turn, these prime sponsors have contracted with over eighty percent of the Nation's two-year collegiate institutions in implementing the training and employment objectives of the program. In light of the CETA experience, a review of the Office of Education's financial aid programs vis-à-vis the private sector would seem in order.

The above discussion paper was reviewed by a special ad hoc committee on Federal Financial Aid and the Adult Learner. The committee was convened at the invitation of the Council for the purpose of lending assistance to the Council in the preparation of recommendations on this subject to the President and the Congress. A report of the results of this committee is available upon request to the Council. However, the recommendations contained in this *Special Report* represent the final judgement of the members of the National Advisory Council on Extension and Continuing Education.

Members of the Ad Hoc Committee on Federal Financial Aid and the Adult Learner:

JOHN L. BLACKBURN, Chairman
Vice President Educational Development,
University of Alabama

NANCY M. BOYKIN
Director, Continuing Education for Girls,
Detroit Public Schools

PAMELA CHRISTOFFEL
Research and Development Associate,
College Entrance Examination Board

LLOYD FELDMAN
Deputy Director, Office of Policy &
Planning, Employment & Training Administration,
Department of Labor

CAROL GIBSON
Director of Education, National Urban League

KEITH GLANCY
Director, Division of Special Programs,
Evening College, Johns Hopkins University

JANE JOHNSON
Education Policy Fellow, Office of
Assistant Secretary for Planning &
Evaluation, USOE, Department of Health,
Education, and Welfare

CRYSTAL KUYKENDALL
Director, Urban & Minority Affairs,
National School Boards Association

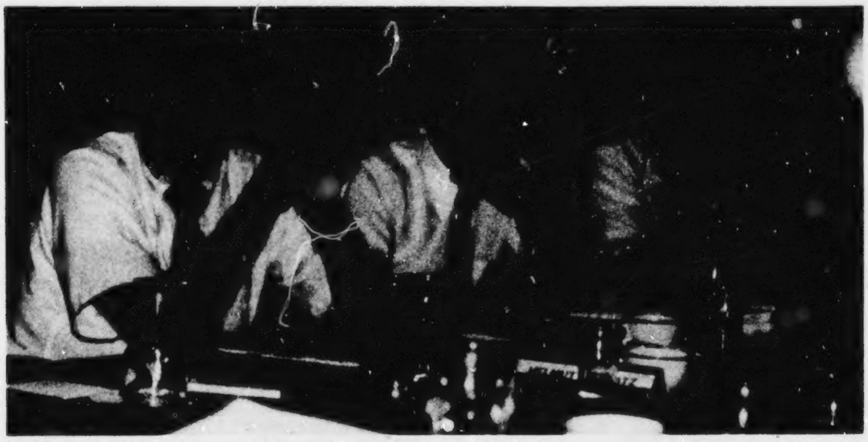
JOSE LONGORIA
Executive Director
National Educational Service Centers
League of United Latin American Citizens

SYLVIA McCOLLUM
Education Administrator, Bureau of Prisons,
Department of Justice

PRESTON VALIEN
Director, College & University Unit,
Bureau of Higher & Continuing Education
Department of Health, Education, and Welfare

THOMAS WOLANIN
Staff Director
U.S. House Subcommittee on
Postsecondary Education

116



From left to right, Dr. John R. Blackburn, Dr. William G. Shannon, Mr. Lloyd Feldman, and Dr. John B. Ervin.

International Dimensions of Continuing Education

Federal programs established by Congress to improve foreign language skills and to broaden intercultural understanding bypass many adults with linguistic or ethnic experiences, which if explored and developed further, could lead to jobs or careers in international trade and commerce, transcultural activities in education, organizational and governmental service in the national interest.

Federally supported foreign language and regional studies centers in universities focus on full-time graduate students only. Ethnic Heritage programs of the Federal government are aimed in part at establishing community outreach programs but do so only to a limited degree, thus ignoring the talents and capabilities of many potential learners among the adult population.

The human race is experiencing what is probably the most rapid transformation in history. The changes which are occurring in all institutions are upsetting, destroying, and creating more in one generation than was accomplished during centuries in times past. The technology which generated our present condition and the resource-needs which sustain and nurture it are impervious to national borders or geographic barriers. Demands for energy and food, skills and knowledge, and the social and political aspirations of people in locations most remote from our own have direct and almost immediate impact on the lives of all Americans. The responses we make to these forces may well determine our long-term future or even whether we will have a future at all.

FEDERAL LEADERSHIP

The Federal government is the logical source of leadership for encouraging and supporting programs to prepare the experts and specialists required for the Nation's international work, and to build citizen understanding of world conditions and foreign policy responses to them.

International education activities supported by the Federal government in the past have stimulated the development of some excellent programs, particularly in linguistics and in the preparation of area specialists. However, little attention has been given to helping students and the general public understand better the global context of their political, business, and educational activities.

LAWS NOT FUNDED

Congress has passed two laws supporting efforts in these directions, but little or no funding has been provided to bring these statutes to life. Section 603 of the National Defense Education Program (NDEA) was drafted to underwrite education in international matters for the general public. The International Education Act had similar objectives. Only the farmer has been given any appropriation. Neither the Administration nor the Congress has acted forcefully enough in this regard, although each law sets out national priorities and objectives clearly and forthrightly.

If appropriate continuing education and training programs were made available, ethnic minorities (many with language skills and sophisticated cross-cultural understanding), women, professionals, and displaced workers seeking new careers would be among the audiences with potential for making significant contributions in activities such as international business, trade, communications, and government service.

The Administration has yet to exercise forcefully its leadership in this area.

BUREAU OF HIGHER AND CONTINUING EDUCATION

Current legislation already provides a practical framework within which the Federal government can exercise its leadership responsibilities. What is needed is a redirection and coordination of current efforts by the U.S. Office of Education, the National Communications Agency, the respective U.S. Departments—especially State, Labor, Commerce, and Agriculture—and agencies such as ACTION and the Smithsonian Institution and other centers of rich cross-cultural experience.

Services and facilities of these offices, if coordinated under specific Administration guidelines could then focus effectively on national priorities in education and other fields.

A logical coordinating office is the Bureau of Higher and Continuing Education, which holds responsibilities for USOE's Division of International Education. The Bureau is in excellent position to serve in this capacity. Moves in this direction would also provide the opportunity for this Bureau to do something substantive in the field of continuing education and to live up to its name.

A ROLE FOR THE STATES

A good case can be made for the Federal government to assume a primary responsibility for international education. However, since education is ultimately a State responsibility, it is logical that efforts be made to identify appropriate activities that might best be undertaken at this level of government. Here again, Federal initiatives in focussing attention on this question could open up considerable developmental possibilities.

Undeveloped resources for adult learners—one illustration: Many States have established commissions that aim to promote economic development by offering tax incentives for business relocation, providing manpower training at little or no cost, and by using other enticements. Considerable attention is now given to attracting foreign capital and investments. For example, South Carolina's Commission on Economic Development distributes an Arabic-English brochure to Middle East nations in an effort to promote its climate for business as part of a vigorous campaign to lure foreign corporations and business ventures. An excellent tie exists between the State's technical education system and the State Commission to the effect that the State can legitimately promise to provide trained manpower for any business concern that wishes to move into the State, at little or no cost to that business.

The educational potential for adult learners in local communities of such moves has yet to be exploited.

COMMENTS:

USOE's Division of International Education controls project funds for activities which could easily open doors to better cooperative efforts between the States and the Federal government. Long term State support for intercultural education could then be explored more intelligently because of the State self-interest.

Possible activities: Both the States and USOE would have interest in the orientation of local community leaders to the cultures and languages of foreign business officials who might negotiate for and build factories or plants in the United States. Other possibilities: Educational programs to familiarize local business leaders and citizens with various regions of the world; studies of a community's existing ties to the world community (as was so successfully done in Columbus, Ohio) studies of best ways to assist adult women with language skills and cross-cultural experiences to find career opportunities in international business firms.

NATIONAL DEFENSE EDUCATION ACT

Title VI of the NDEA provides support for language development and for world regional studies. Under this Act, grants have been given to eighty

119

centers at colleges and universities to promote this type of education.

Fifteen percent of the funds are earmarked for outreach programs such as work with local schools and citizen groups, yet not more than a small fraction of these monies is so used. Grants to the centers average $100,000. Emphasis can be placed on community-oriented education for the benefit of presently unserved adults, particularly those from ethnic/minority groups with special cultural backgrounds and experiences.

NDEA is authorized at the $75 million level but received only $14.7 million in 1977, $15 million in 1978. Section 603 of this Act designed for Citizen Education is subject to a "trigger" arrangement and can be funded only when and if Sections 601 and 602 receive more than $15 million.

AN ISSUE

Within USOE there are strong pressures being exerted to concentrate more and more Federal dollars on fewer and fewer institutions. If NDEA funds are narrowly channeled in this way, the objectives of developing public understanding of global concerns and of reaching community adults will be thwarted.

FULBRIGHT-HAYES ACT

The Fulbright-Hays Act (Mutual Educational and Cultural Exchange Act of 1961, PL 87-256) provides for the improvement and strengthening of the international relations of the United States by promoting mutual understanding among the people of the world through educational and cultural exchanges.

It states that "The President is authorized, when he considers that it would strengthen international cooperative relations, to provide, by grant, contract, or otherwise, for educational exchanges . . ." and for ". . . promoting modern foreign language training and area studies . . .". Funds for such activities are provided, in part, under the authority of the Agricultural Trade Development and Assistance Act of 1954 ("PL 480"). This Act provides for the use of foreign currencies, including principal and interest from loan repayments for cultural and educational development. The Fulbright-Hays Act received $3 million from Congress in 1978, and "PL 480" funds amounted to $2 million this year.

ETHNIC HERITAGE PROGRAM

The Ethnic Heritage Program funded under Title IX of the Elementary and Secondary Education Act of 1965, as amended, is intended to help promote greater appreciation of our Nation's multiethnic society. Every project is required to show evidence of community cooperation, including the formation of a local advisory council. The program provides grants to non-profit private and public educational agencies, institutions, or organizations to assist individuals in understanding their own heritage and the heritage of other groups, through curriculum materials development or dissemination, teacher training, and community activities. This program is authorized at $15 million but received $2.3 million in 1978.

COMMENTS: *Adult learners might well benefit from the programs sponsored under the above listed legislation. However, Federal program guidelines give scant attention to the needs of or the potentials for adult learner involvement. Most programs aim at the full-time student and/or the professional in the field of linguistics even though Congressional intent may have been designed somewhat differently.*

Another problem relates to the lack of sufficient funding for carrying out the intentions of the laws. While budgets remain tightly restrained, there will be little incentive to move into new programs or to attract broader audiences than are already locked onto the Federal dollars. The Ethnic Heritage Program, for example, elicited more than 550 proposals in one year. Yet, only 49 were funded. Similar patterns exist under the other legislative program titles.

STAFF ORIENTATION/DEVELOPMENT

One area of concern in developing intercultural understanding is the quality and level of training provided for staff of colleges, universities, and other agencies of education. According to several national studies, few teachers—less than 5 percent—receive any international education in their training programs and only one percent participate in pro-

120

grams abroad. International and intercultural concerns commonly suffer similar neglect in colleges of business, medicine, law, and arts and sciences.

Several programs address this problem but despite good intentions, USOE does not have sufficient funds to do an adequate job. Monies provided by the Congress allow for only limited enrollments in the United States-based programs: International Studies Centers; international studies programs, both undergraduate and graduate; and the NDEA foreign language fellowships program.

Programs abroad are similarly restrictive in that they aim mostly at graduate level students; or, where they do concern themselves with undergraduate instructors, such as in the Group Projects Abroad and the Seminars Abroad, are limited in number.

There is no room in these efforts to involve adult learners not already working in school or college systems full-time even though their application to broader community-involved citizens could be most individually rewarding and of considerable value to society generally.

COMMENTS: *The major orientation of current programs as limited in scope as they are, is to the full-time student in college or university, or to his or her teacher. While such an emphasis has considerable merit—and deserves even more support, not less—large numbers of adults in society receive no direct benefits nor are they challenged to develop their talents and resources to help themselves or to contribute to the public good in pertinent fields of work and service.*

One consequence of confining Federal attention and leadership to the educational establishment is that many good Federal and other resources are left undeveloped and relatively unused. Reference has already been made to the services and facilities of the various U.S. Departments of Government—State, Commerce, Labor, and Agriculture, to name a few. Without the required coordination and a continuous application to national education purposes, these resources are not appropriately harnessed in pursuit of national educational priorities as identified by the Administration.

UNTAPPED RESOURCES

The Volunteer Speakers Service of the State Department, the manpower training programs of the Labor Department, the comprehensive and timely overviews conducted by the Department of Commerce of world trade and commerce ventures and opportunities, and the overseas reach of the Agriculture Department—among the countless international activities of Government—all have potential implications for the education of the American people about the world community. What is lacking is any coordinated attempt to distill from these myriad activities and forces those components useful to educating the public. No other level of government or agency in society but the Federal government is in position to tap these resources effectively.

OTHER NATIONS

The development of continuing education and the provision of educational opportunities for lifelong learning in several other nations has stimulated discussions by government officials, educators and community leaders around the world. The Organization for Economic Cooperation and Development (OECD) in Paris has sponsored conferences on these subjects and has developed excellent materials relating to the educational systems in various countries such as Sweden, West Germany, France, and the United States.

The United States participates in these efforts through its official representation. Comparative data are being continuously compiled and communications are improving between and among nations about these developments. The useful and logical role of the Federal government can be easily discerned in connection with any use of OECD information—or information from other specific nations—that has applicability to the American scene.

Further, international movements or forces such as those relating to labor, womens' rights, and the President's emphasis on human rights, deserve nationwide attention particularly in the education of the adult learner-citizen. Here again, an important role for the Federal government can be spelled out, with support and cooperation garnered from all levels of government and especially from all areas of the private sector in the United States.

The National Advisory Council on Extension and Continuing Education would welcome the opportunity to utilize information from previous activities with organizations such as the Institute for

Free Labor Development, the League of Women Voters, the American Association of University Women, the overseas programs of colleges and universities, private foundations and professional associations, as well as the considerable experience in international and cross-cultural programs of members and staff to assist in developing specific Federal program and policy initiatives for international education.

Attachment A. Excerpts from the Fullbright-Hays Act (Mutual Educational and Cultural Exchange Act of 1961)

. . . To provide for the improvement and strengthening of the international relations of the United States by promoting better mutual understanding among the people of the world through educational and cultural exchanges. . . .

Sec. 102. (a) The President is authorized, when he considers that it would strengthen international cooperative relations, to provide, by grant, contract, or otherwise, for—

(1) educational exchanges, (i) by financing studies, research, instruction, and other educational activities—

(A) of or for American citizens and nationals in foreign countries; and . . .

(ii) by financing visits and interchanges between the United States and other countries of students, trainees, teachers, instructors, and professors. . . .

(b) (6) promoting modern foreign language training and area studies in United States schools, colleges, and universities by supporting visits and study in foreign countries by teachers and prospective teachers in such schools, colleges, and universities for the purpose of improving their skill in languages and their knowledge of the culture of the people of these countries, and by financing visits by teachers from those countries to the United States for the purpose of participating in foreign language training and area studies in United States schools, colleges, and universities. . . .

Attachment B. Excerpts from the Agricultural Trade Development and Assistance Act of 1954

Sec. 104. . . . the President may use or enter into agreements with foreign countries or international organizations to use the foreign currencies, including principal and interest from loan repayments, which accrue in connection with sales for foreign currencies under this title. . . .

(b) For carrying out programs of United States Government agencies to—

(2) finance . . . activities to assist international educational and cultural exchange and to provide for the strengthening of the resources of American . . . educational agencies for international studies and research under the programs authorized by . . . the Mutual Educational and Cultural Exchange Act of 1961. . . .

(3) . . . promote and support programs of . . . cultural and educational development. . . .

Attachment C. Excerpts from the National Defense Education Act of 1958

To strengthen the national defense and to encourage and assist in the expansion and improvement of educational programs to meet critical national needs; and for other purposes.

Title VI—Language Development

Sec. 601. (b) The Secretary is also authorized . . . to pay stipends to individuals undergoing advanced training in any modern foreign language . . . and other fields needed for a full understanding of the area, region, or country in which such language is commonly used . . . only upon reasonable assurance that the recipients of such stipends will, on completion of their training, be available for teaching a modern foreign language in an institution of higher education. . . .

Attachment D. Title III—Extensions and Revisions of Other Education Programs

Title III—Extensions and Revisions of
Other Education Programs
PART A—EXTENSION AND REVISION OF RELATED PROGRAMS
EXTENSION OF TITLE III OF THE NATIONAL DEFENSE
EDUCATION ACT OF 1958

Sec. 301. (a) The first sentence of section 301 of the National Defense Education Act of 1958 is amended by striking out "June 30, 1977" and inserting in lieu thereof "September 30, 1978".

(b) The second sentence of such section is amended by striking out "July 1, 1977" and inserting in lieu thereof "October 1, 1978".

EXTENSION AND REVISION OF TITLE VI OF THE NATIONAL DEFENSE EDUCATION ACT OF 1958

SEC. 302. (a) The heading of title VI of the National Defense Education Act of 1958 is amended to read as follows: "TITLE VI—FOREIGN STUDIES AND LANGUAGE DEVELOPMENT".

(b) Title VI of the National Defense Education Act of 1958 is amended by redesignating section 603 as section 604 and by inserting after section 602 the following new section:

"GRANT PROGRAM TO PROMOTE CULTURAL UNDERSTANDING

"SEC. 603. (a) The Congress finds that—

"(1) the well-being of the United States and its citizens is affected by policies adopted and actions taken by, or with respect to, other nations and areas; and

"(2) the United States must afford its citizens adequate access to the information which will enable them to make informed judgements with respect to the international policies and actions of the United States.

It is, therefor,e the purpose of this section to support educational programs which will increase the availability of such information to students in the United States.

"(b) The Commissioner is authorized, by grant or contract, to stimulate locally designed educational programs to increase the understanding of students in the United States about the cultures and actions of other nations in order to better evaluate the international and domestic impact of major national policies.

"(c) Grants or contracts under this section—

"(1) may be made to any public or private agency or organization, including, but not limited to, institutions of higher education, State and local educational agencies, professional associations, educational consortia, and organizations of teachers;

"(2) may include assistance for in-service training of teachers and other education personnel, the compilation of existing information and resources about other nations in forms useful to various types of educational programs, and the dissemination of information and resources to educators and educational officials upon their request, but shall not be used for the development of new curriculums or the acquisition of equipment or remodeling of facilities; and

"(3) may be made for projects and programs at all levels of education, and may include projects and programs carried on as part of community, adult, and continuing education programs".

(c) Section 604 of such Act (as so redesignated by subsection (b) of this section) is amended by striking out everything after "$75,000,000" and inserting in lieu thereof the following: "for each fiscal year ending prior to October 1, 1977, to carry out the provisions of this title, except that no funds shall be made available in any fiscal year for carrying out programs under section 603 until at least $15,000,000 has been made available in such fiscal year for carrying out the provisions of sections 601 and 602".

(d) Section 602 of such Act is amended by adding in the first sentence, after "directly or by", the following: "grant or".

EXTENSION OF THE INTERNATIONAL EDUCATION ACT OF 1966

SEC. 303. Section 105 (a) of the International Education Act of 1966 is amended to read as follows:

"SEC. 105. (a) There are authorized to be appropriated $10,000,000 for fiscal year 1977, for the purpose of carrying out the provisions of this title".

[FR Doc. 76-34994 Filed 11-26-76, 8:45 am]

The above discussion paper was reviewed by a special ad hoc committee on International Dimensions of Continuing Education. The committee was convened at the invitation of the Council for the purpose of lending assistance to the Council in the preparation of recommendations on this subject to the President and the Congress. A report of the results of this committee is available upon request to the Council. However, the recommendations contained in this Special Report *represent the final judgment of the members of the National Advisory Council on Extension and Continuing Education.*

Members of the Ad Hoc Committee on International Dimensions of Continuing Education:

GILBERT ANDERSON
Chief, USG Exchanges Policy and
Coordination Division (ECA/IE)
International Communications Agency

ALLISON BRYANT
Chief, Technical and Program Training Branch
Department of Housing and Urban Development

ALFRED (BILL) CLEMENT
Project Director, Bureau for Faculty Research
Western Washington University

CRYSTAL A. KUYKENDALL
Director, Urban and Minority Affairs
National School Boards Association

ROSALIND K. LORING
Dean, College of Continuing Education
University of Southern California

GUESTS:

BARBARA B. BURN
Executive Director, The President's Commission
on Foreign Languages & International Studies

KEMPTON (TONY) DUNN
Director of Special Projects
Council on Foreign Relations

JOHN ELMENDORFF
Director, Middle East Program
Academy for Educational Development

EDWARD MEADOR
Director, Division of International Education
U.S. Office of Education-HEW

SAMUEL MYERS
Executive Director, National Association for
Equal Opportunity in Higher Education

BECKY OWENS
Assistant Director, Division of International
Education Relations
American Council on Education

STEVEN PAPPAS
The President's Commission on Foreign Languages
and International Studies

PETER PELHAM
Vice President, Intergovernmental Affairs
Institute of International Education

ORMSBEE ROBINSON
Director, International Program
National Council on Philanthropy

JON VONDRACEK
Washington Representative for
Foreign Policy Association

New Council Members are sworn into office by Dr. Wellington E. Webb, Principal Regional Officer, HEW, Denver. From top to bottom: Dr. Leo C. Donahue, Dr. Lowell R. Eklund, and Dr. Rupert A. Trujillo.

APPENDIX G

Potential New Incentives for Private Support of Postsecondary Continuing Education

CORPORATE PHILANTHROPY

CURRENT STATUS AND IMPACT ON POSTSECONDARY CONTINUING EDUCATION

Corporations contribute about $1.25 billion annually to various charitable organizations. The federal government encourages corporate philanthropy through tax incentives, which can be looked upon as a type of dollar-for-dollar federal-corporate matching grant program.

The Internal Revenue Code permits corporations to deduct contributions to charitable organizations up to a maximum of five percent of their taxable income. Only a small number of major corporations give the maximum allowed. However, almost 51,000 small companies contribute at the 5 percent level ("Corporate Giving Measurements," Commission on Private Philanthropy and Public Needs, 1975). The average for all of the 1.7 million U.S. corporations is approximately 1.1 percent of pretax net income.

In addition to the variations in charitable contributions which are related to corporate size, regulatory and legislative policies affect the philanthropic behavior of companies in certain industries:

- Life insurance companies obtain no effective tax deduction for charitable contributions because IRS requires that they use a method for computing their taxable income which differs from the computations used by other industries.
- Public service commissions (federal and state) which regulate utilities, transportation and communications services restrict or discourage the corporate philanthropy of these industries.

A broad range of philanthropic activities are supported by the contributions of the corporate sector. Higher education receives approximately 34 percent of these funds.

Table 1: The Company Contributions Dollar, 1972

	443 Companies	
	Thousands of Dollars	Percent of Total
Health and welfare		
Federated drives: United Fund and the like	$ 85,951	26.65
National health agencies (not included above)	3,304	1.02
National welfare agencies (not included above)	5,935	1.84
Hospitals		
Capital grants	15,974	4.95
Operating grants	1,919	.59
Other local health and welfare agencies	14,392	4.46
Capital grants (excluding hospitals)	8,037	2.49
Total health and welfare	135,514	42.01
Education		
Higher Education		
Scholarships	13,837	4.29
Fellowships	4,559	1.41
Research grants (not treated as a business expense)	8,102	2.51
Capital funds	17,740	5.50
Direct unrestricted grants	37,299	11.56

	443 Companies	
	Thousands of Dollars	Percent of Total
Grants to state, area and national fund-raising groups	8,497	2.63
Education-related agencies	3,151	.98
Other	15,341	4.76
Secondary education		
Capital grants	645	.20
Other	7,700	2.39
Total education	116,876	36.23
Culture (cultural centers, performing arts, museums, etc.)		
Operating funds	10,462	3.24
Capital grants	2,729	.85
Total cultural	13,192	4.09
Civic causes (municipanl and community improvement, good government, and the like)		
Total civic	29,487	9.14
Other		
Religious causes	1,293	.40
Groups devoted solely to economic education	2,318	.72
Groups in United States whose principal objective is aid to other countries	3,418	1.06
Causes other than above	16,604	5.15
Total "other"	23,634	7.33
Dollars not identifiable because donee is unknown	3,859	1.20
Grand Total	322,546	100.0

Source: Table 1, Conference Board Report No. 605, 1973.

ISSUES

In a 1973 survey of corporate philanthropy, The Conference Board found that the 457 largest companies contributed a total of $350 million, or 0.74 percent of their pretax net income. If the corporations were to make full use of the five percent incentive in present law, their contributions would exceed $2 billion. Assuming the present distribution ratio, corporate support for higher education would increase from $108.5 million to $788 million.

The magnitude of the potential new support for continuing education which might derive from increases in corporate philanthropy makes it attractive to consider federal policies to stimulate higher levels of charitable giving. Among the questions which should be addressed are:

- *What are the factors which shape present corporate philanthropic behavior?*
- *What are the federal interventions which could be used to encourage increases in corporate contributions?*
- *What factors must be considered in estimating the costs which would result from the use of such incentives?*

The identification of the factors which discourage maximum charitable giving would yield information of primary importance. It would guide the development of appropriate strategies for using limited federal dollars as a stimulant to directing larger sums of non-federal money to postsecondary education.

This review would require no new legislative authority since the Assistant Secretary for Education is currently charged with responsibility for gathering and analyzing the data necessary for implementing educational policy. The policy of utilizing federal funds to encourage the application of private sector resources to social goals is well established. Federal commitment to this policy was reinforced, and its applicability to continuing education specified, in the 1976 amendments to Title I, HEA, in Parts A and B.

Financial and professional resources for conducting the review are available in FIPSE, NIE, and NCES (which are administered by the Assistant Secretary). In addition to these resources, the quality and timeliness of the review would be greatly enhanced by the cooperation of The Conference Board, the American Society for Training and Development, and the U.S. Chamber of Commerce. For the past several years, the Council has undertaken joint ventures with the officers and staff of these organizations. We found that their credibility and their direct connection to decisionmakers and information sources in the corporate sector were invaluable to our efforts.

- *Reconsideration of the value of maintaining accounting procedures or regulatory restrictions which adversely effect the levels of corporate giving in selected industries.*

During the formulation of these policies and practices, it is likely that insufficient attention was given to the public interest in encouraging such contributions. A strong possibility exists that additional data regarding the social benefits of corporate philanthropy would alter current practices by permitting regulated industries to increase their support of specified activities in the public interest.

There are compelling reasons for the exercise of caution in considering proposals to target corporate giving to specific social goals. There is a well-established tradition against government interference in private philanthropy. In addition, it would be politically difficult (if not impossible) to get concensus about the priority area(s) to receive special attention from among the broad array of health, education, welfare, and public service activities which are currently beneficiaries of charitable donations.

There appear to be two alternative strategies for targeting philanthropic support to special priorities. One alternative would be to establish minimum requirements for allocating corporate gifts to selected areas of highest priority. This proposal is unlikely to withstand serious consideration since it is predicated on the existence of a rational systematic process for national goal setting.

The second alternative preserves traditional corporate discretion in charitable giving and retains the existing five percent tax deduction for such gifts. However, corporations would be permitted to deduct from taxable income, a specified additional amount for gifts to expand or strengthen postsecondary adult learning programs, services, and/or opportunities. There are precedents for interventions of this kind, the most recent example of which is the tax credit offered to businesses and homeowners to encourage energy-saving remodeling.

What issues would be involved in the use of tax legislation/regulations to target a greater share of corporate giving to postsecondary education? Or to address specific social problems? Or to serve special populations?

EDUCATION/TRAINING AS A BUSINESS EXPENSE

CURRENT STATUS AND IMPACT ON POSTSECONDARY CONTINUING EDUCATION

The Conference Board estimates that in 1975, private employers spent more than $2 billion for education and training activities other than the charitable contributions described above. Approximately one-fifth of this amount ($400 million) is used annually to pay for programs and other educational services provided by colleges, universities, and by proprietary and professional organizations. These programs serve a variety of organizational needs, among the most important of which are:

—improving job performance, and increasing the productivity and satisfaction of employees;

—stabilizing employment within the firm by retraining rather than firing and hiring to meet technological and organizational change;

—providing a competitive advantage in the recruitment and retention of employees.

Federal tax law encourages employer support for education/training activities which are directly related to maintaining employee competence and increasing or improving the quality of corporate goods and/or services. All costs incurred for such purposes are classified as business expenses by the Internal Revenue Code (Section 102) and can be deducted from the pretax income of the organization.

The Conference Board report on *Education in Industry* (No. 710, 1977) estimates that more than five million people participate annually in employer-supported education/training programs. In 1975, about 3.7 million people took part in classroom or other off-the-job courses conducted in-house. The majority of these activities were designed and delivered by staff development/training specialists employed by the organization.

The Conference Board estimates that 45,000 professional educators are employed by industry. An additional 1.7 million employees participated in tuition aid plans in which the learner selects and contracts for the program or course and is reimbursed in full or in part by their employers. Colleges and universities are the prime resource for tuition aid programs.

The collegiate sector is increasingly cognizant of, and responsive to, worker needs. Institutions conduct courses at times and places convenient to employees of a company or cluster of firms. Some companies locate facilities by reason of their proximity to suitable schools, and whole communities have grown up around shared academic and business interests in scientific and technical matters.

Corporate support for education and training activities conducted by educational institutions give employees greater flexibility to pursue their own education interests, and can serve a broader range of educational and training purposes than companies can possibly encompass within their own educational programs. In addition, they have been

128

a significant force in developing collegiate sector awareness of and responsiveness to the learning needs of adults. Insofar as these activities are open to a wider public than the employees of a particular company, these activities can have a significant impact on developing and improving the job-related skills, knowledge, and competence of the American workforce.

ISSUES

There are great variations in corporate policies governing the nature and extent of the services made available to employees. At present, decisions about the nature and extent of the education and training provided by a corporation are based on a combination of such factors as the specific accounting system used by individual organizations to allocate these costs (e.g. labor costs, investments, operating expenses, etc.), industry-wide practices, the values of senior-level officers, the relative ease of measuring selected outcomes, and the need for compliance with Federal laws such as occupational safety and health, affirmative action in eliminating discriminatory employment practices, energy conservation, environmental protection, etc. As a result, there is considerable variation in interpreting the meaning of job-related education and training, difficulty in calculating the costs and benefits involved, and differences in the tax enforcement policies of the Internal Revenue Service.

In addition, employees who use tuition aid plans to acquire skills to qualify for new positions, to make career changes, to seek career advancement, or for personal enrichment, must pay income tax on the support they receive. The following policy issues warrant consideration:

Equity. Despite compulsory education and the availability of a great variety of postsecondary learning programs, inequities in educational opportunity based on traditional socioeconomic factors persist. In addition, certain areas of knowledge and skill, and certain occupations, have customarily been regarded as more appropriate to one sex than another.

To the extent that corporate education and training programs create special opportunities for the economically disadvantaged and for women, tax incentives to encourage such corporate activity should be provided.

Unemployment. Government has been striving to enlist the facilities, personnel, and financial resources of industry in skills training programs for the unemployed.

Federal support to increase the utilization of a corporation's education and training resources by the unemployed or by people employed elsewhere should be provided. A particularly desirable strategy would be to encourage cooperative arrangements with institutions of higher education in order that credit/degree arrangements could be developed. This might encourage participation in education and training programs for population groups who are underrepresented in postsecondary programs.

Occupational imbalances. Inadequacies in the career information system, and the readiness of educational institutions to respond to "market demand," have led to the oversupply of trained people in some occupations and under-supplies in others.

The Federal government should work with the corporate sector to develop strategies for encouraging the use of corporate education and training resources to address this defect in the work-related educational system.

Continuing education. Increasing numbers of adults are seeking opportunity to study in order to keep abreast of their vocational fields, to advance in their careers, or to pursue new occupational goals.

Federal funds should be used to support the development of a Federal/corporate/institutional partnership to facilitate more widespread and more satisfactory opportunities for workers to accomplish these goals.

PRIVATE PENSION FUNDS

CURRENT STATUS AND IMPACT ON POSTSECONDARY CONTINUING EDUCATION

During the past two decades, pension fund assets have become a conspicuous concentration of capital in the domestic economy, valued at more than $300 billion. For the purposes of this discussion, only funded pension plans are included; e.g. plans that provide for the orderly accumulation of assets over a period of years for future payments of benefits.

The sharp increase in pension fund assets has made them an important source of funds for companies seeking loans. Pension fund managers seek investment strategies to insure that the income derived from these investments is sufficient to offset the cost of providing benefits to retired workers.

Pension fund investment goals are not always stated in absolute terms but the Conference Board reports (1973) that among companies which have such goals, long-term rate of return objectives generally range from 5% to 15% with the greatest concentration of investment goals falling between 8% and 12%. Since 70 million workers are covered by private pension funds, the use of fund assets for educational loans is worth consideration.

The Employee Retirement Security Act of 1974 (ERISA) regulates private pension plans, both unilateral plans maintained by organizations for their own employees, and multi-employer plans to cover employees whose work requires regular movement from one company to another. Hearings are currently underway on reauthorization of ERISA.

ISSUES

Issues relating to the feasibility of making pension funds available for educational loans to workers were highlighted in testimony presented on August 16, 1978 by Bert Seidman, Director of Social Security AFL-CIO, to the Subcommittee on Labor of the Senate Human Resources Committee and the Subcommittee on Private Pension Plans and Fringe Benefits of the Senate Finance Committee:

> "Socially Useful Investment: *ERISA's fiduciary requirements relating to prudent investment has created a substantial amount of uncertainty regarding investment decisions and remains a serious obstacle to investment of pension funds for socially useful purposes. The AFL-CIO has long encouraged the investment of union pension funds for purposes such as health facilities, housing projects, etc. We feel that even if there is a slight sacrifice in yield, it can be outweighed by the desirable social and economic benefits of such investment.*
>
> *Because most pension funds are run by employers, who often delegate investment functions to bankers, investment trusts and other conservatively managed financial institutions, a somewhat anomalous situation has developed. Workers' money is being channeled into investments which do not benefit workers or their families. While such projects may be sound from an investment standpoint, pension plan money could be utilized to provide a double benefit—income to the pension fund and investment in projects and institutions that will be to the benefit of workers and their families.*
>
> *The passage of ERISA has aggravated this problem by creating a potentially serious adverse impact on socially useful investments and has made efforts to encourage this kind of investment extremely difficult. The Labor Department has recently issued regulations which have cleared up some of the confusion surrounding the investment of assets under the prudent man rule but which, in our opinion, do not deal adequately with this problem. The only satisfactory way to deal with it is for Congress to amend ERISA to make clear such investment is not a violation of the law."*

In discussing the relative risks involved in the specific use of pension funds for tuition loans to workers, several issues were raised relating to the role the federal government might play in helping to achieve the dual goals of protecting the security of the worker's investment while enabling these funds to be used to support this worthwhile social activity:

- *What evidence could be displayed to support the assumption that the high default rate experienced in the Guaranteed Student Loan Program would not be repeated in this program?*

Several differences between the two programs appear to support the assumption that the risk factor would be moderate:

- the funds would be coming from the borrower's own pension plan, which would give the borrower a vested interest in maintaining the integrity of the investment;
- the lender-borrower relationship is considerably more stable than the situation which prevails in student loan programs;
- the worker is more likely to have stronger ties to the community than college students covered by the student loan program, and is therefore less likely to disappear prior to loan repayment.

At present there is little evidence to support or refute these hypotheses. It was clear, however, that absence of data about risk-level would be a detriment to getting support for the idea.

What are the likely areas for Federal intervention in support of this idea?

- *Fully guaranteeing the tuition aid loans made from pension plans;*
- *If any loans are made at less than the market rate (to assist workers at the lowest income levels), Federal subsidy of the difference between the rate paid by low interest lenders and the going market rate would be necessary;*
- *Sharing, or fully supporting, the costs involved in administering the program.*

Action on reauthorization of the Employment Retirement Security Act (ERISA) will not take place until Congress reconvenes in 1979. Therefore, there is ample time for the Council to explore the issue further. It is possible that amendments to the legislation might be necessary to permit implementation of the Council's recommendation(s).

The above discussion paper was reviewed by a special ad hoc committee on Potential New Incentives for Private Sector Support for Continuing Education. The committee was convened at the invitation of the Council for the purpose of lending assistance to the Council in the preparation of recommendations on this subject to the President and the Congress. A report of the results of this committee is available upon request to the Council. However, the recommendations contained in this Special Report *represent the final judgement of the members of the National Advisory Council on Extension and Continuing Education.*

Members of the Ad Hoc Committee on New Incentives for Private Sector Support for Continuing Education:

RANDY BARBER
Peoples Business Commission
Co-author, "The North Will Rise Again"

JOHN L. BLACKBURN
Vice President for Educational Development
University of Alabama

THOMAS W. CARR
Assistant Director
Federal Acquisition Institute

ROBERT CRAIG
American Society for Training and Development

JOHN B. ERVIN
Vice President
Danforth Foundation

LLOYD FELDMAN
Deputy Director
Dept. of Labor Employment and
Training Administration

HELMUT J. GOLATZ
Dept. of Labor Studies
Pennsylvania State University

LEWIS JOHNSON
Vice President for Personnel Administration
Security Pacific National Bank

JEREMY RIFKIN
Peoples Business Commission
Co-author, "The North Will Rise Again"

ORMSBEE ROBINSON
National Council on Philanthropy

DOROTHY SHIELD
Assistant Director of Education
AFL/CIO

GREGORY SMITH
National Manpower Institute

HAYDEN W. SMITH
Council for Financial Aid to Education

NEVZAR STACEY
National Institute of Education

HERBERT E. STRINER
Dean, School of Business Administration
American University

Federal-State Relations
In
Postsecondary Education

THE CONTEXT FOR DISCUSSION

As the process of amending and reauthorizing the Higher Education Act gains momentum, questions concerning state and federal roles and responsibilities in postsecondary education are surfacing with increasing frequency. Responses which were adequate for policy deliberations in previous years, now appear naive; while new issues are being raised which challenge traditional practices and the fundamental values they express.

Until the 1960's state and federal funds were provided for higher education with relatively little governmental interference in the policies, programs, or administrative practices of collegiate institutions. In the decades following World War II, however, a variety of political, social, and economic factors stimulated the need for higher education to develop new facilities, new programs, and new services, which were financed by states and the federal government.

During the 1950's and 1960's, universities expanded their physical plants, and updated their resources, technical equipment, and expertise to conduct applied and basic research on military, industrial, and social problems, and to accommodate the influx of veterans and other beneficiaries of new programs of financial aid. As a result, enrollments increased from about 2 million in 1948, to 3.2 million in 1958, to 6.9 million in 1968, and 9.2 million by 1972. Almost one thousand new institutions were established during this period, and expenditures for higher education rose from $7.8 billion in 1958, to $19.9 billion in 1968, and $45.5 billion by 1977 (in constant dollars).

Government reaction to the needs of higher education during this period differed from past responses not only in terms of substantial increases in the levels of support provided, but in the range of conditions which accompanied these appropriations—conditions which were designed to make the postsecondary system more efficient and more responsive to an ever-broadening array of national goals. A new interdependent higher education partnership evolved from these changes in historic practices bringing with it renewed public awareness of the importance of higher education to national strength, to advances in research, and to the availability of highly trained manpower to utilize research results. As federal policies began to cross traditional state prerogatives, and as state and federal requirements have intruded into areas of previous institutional autonomy, tensions and conflicts were brought into sharper focus.

There is an immediate need to review intergovernmental relationships in postsecondary education during the past decades. Divergent positions are now being taken about such fundamental issues as the purposes to be supported by the federal government, the clientele to be served, and the allocation of funds among states, institutions, and individuals despite the absence of informed analysis of the implications of these positions on the programs and practices of other sectors of the higher education community. The ways in which these issues are resolved in the higher education legislation now under consideration are likely to shape postsecondary education policies and practices for many years to come.

THE COUNCIL'S INTEREST

It is especially appropriate for the Council to give attention to analyzing the impact on states of federal support for continuing education at this time. This examination would help to identify problem areas, to clarify issues, and to bring to public attention ideas and recommendations for policies which would build a more effective federal-state partnership.

The following questions suggest a line of inquiry which would yield policy-related information about the interaction of state and federal policies in continuing education, and at the same time contribute to bringing greater clarity to intergovernmental relations in higher education in general:

1. What purposes are currently served by federal continuing education programs?
2. In what form is federal support provided?
3. Who are the immediate beneficiaries of this support?
4. What alernative sources and patterns of support should be considered and why? Would restricted grants to States, or institutions, or student financial aid, better serve national goals?
5. Are there negative and/or positive impacts on other social goals, including the goals of other members of the higher education partnership which result from federal continuing education programs?

In addition to the value of making the above information available to decisionmakers, another benefit may result from the Council's involvement in efforts to clarify the directions and implications of intergovernmental relations in continuing education:

In the past, the development of postsecondary education policy has been characterized by competitive rather than cooperative efforts, reflecting the diffeernt kinds of institutions and learner groups whose representatives participate in the policy arena. Because the Council is unique among these organizations, representing neither an institutional nor a specific learner population, it may be able to make a substantial contribution by playing a mediating role, encouraging the accommodation of divergent views, and stimulating the development and consideration of new ideas. If decisionmakers were confronted with a carefully reasoned and more cohesive position from the field, national support for attention to the needs of postsecondary education might well result.

FEDERAL INTERESTS AND ISSUES

This brief review of the federal interest in postsecondary education is provided to illustrate some areas of existing or potential tension between federal and state policies.

Several classification systems have been used as a framework for describing the federal role in higher education. One feature common to all these efforts is the primary focus given to the goals or purposes served by federal funds. The two studies discussed in this review encompass the most significant areas of federal involvement in postsecondary education and in postsecondary continuing education as well.

CONGRESSIONAL BUDGET OFFICE

In a budget issue paper, *Postsecondary Education: The Current Federal Role and Alternative Approaches,* the Congressional Budget Office identifies three primary goals the federal government seeks to meet through its funding of postsecondary education:

1. *Equal educational opportunities for all potential students.* Programs to achieve this goal include basic and supplemental grants, college workstudy, direct loans, special services for disadvantaged youth, social security educational benefits, and veterans' benefits. In FY 1977, $7.4 billion, or 51 percent of federal outlays for postsecondary education were directed to achieving this goal.

2. *Easing the financial burdens of families supporting children in college.* Programs to achieve this goal include guaranteed loans, state student incentive grants, tax provisions, and other minor scholarship support. In FY 1977, $2.2 billion, or 15.5 percent of federal outlays for postsecondary education, were directed to achieving this goal.

3. *Helping to maintain institutional health.* Programs in support of this goal include aid to developing institutions, cooperative education, veterans' cost of instruction payments, facilities funds, special institutional support, and research and development funds. In FY 1977, $4.7 billion was provided for

133

these porgrams, representing 33.3 percent of federal outlays for postsecondary education.

The funds provided by the federal government represent approximately 30 percent of the total costs of higher education; 83 percent of these funds are now provided in the form of student support while institutional support has declined from about 50 percent of total federal higher education expenditures in 1967 to 17 percent in 1977.

The scale of the federal effort means that federal expenditures have substantial effects on higher education enrollments, costs, directions, and strategies. Yet only $700,000 or 5 percent of the $14.3 billion provided involve the states in a primary relationship with the federal government in the implementation of the program.

Student assistance and other programs of federal support also have different effects on institutions, their revenues, and their educational capacities because of differences in the types of institutions the programs tend to support. For example, about 68 percent of basic grant funds flow to students in public institutions, while only 55 percent of direct loan funds go to these institutions. Aid to developing institutions is directed primarily toward predominantly black schools (60 percent). Eighty percent of federal research and development funds go to public colleges and universities; 20 percent flow to private institutions.

THE FEDERAL ROLE IN EDUCATION OF ADULTS

The federal interest expressed by the support provided to postsecondary continuing education reveals a different set of goals than those identified by the Congressional Budget Office, although precise data are not readily available.

In a review of 395 federal programs which potentially support the education of adults, the Council identified four broad purposes:

1. Manpower development—education and training programs in specific professional and occupational areas such as health, education, law enforcement, public employment, small business management, etc.

2. Financial aid to specific populations—programs for veterans and social security beneficiaries, and components of other programs which primarily serve disadvantaged youth.

3. Community development and social problem-solving—programs which enhance economic, social, and cultural conditions in urban and rural areas, and address problems such as drug abuse, water pollution, etc.

4. Support for the improvement and more widespread use of the continuing education system—programs which provide assistance to postsecondary institutions in developing and improving continuing education opportunities (developing educational materials, research, state and institutional planning) and to individuals seeking to pursue those opportunities (educational information, referral, and counseling services).

Of the 395 programs identified, only 26 involve federal-state interaction as the primary administrative mechanism, 206 involve federal-institutional relationships, and the remainder provide grants or services directly to individuals.

In a subsequent study of 270 of these programs, Pamela Christoffel, of The College Board, estimated an outlay of $14 billion for 1976. Of this amount, $6.4 billion was provided for the education and training components of programs with other primary purposes, $3 billion for student support (primarily directed to young adults), $2.6 billion for a great many narrow categorical manpower development programs (almost 100 different programs related to the education or training of faculty or teachers), and about $1 billion for community problem-solving activities. The three federal goals identified by the Congressional Budget Office receive almost no support from federal continuing education funds.

The interaction of federal and state interests will be explored immediately following the section on state-level issues.

STATE INTERESTS AND ISSUES

In 1977, Lyman Glenny and Frank M. Bowen completed a study for the Sloan Commission on Government and Higher Education on *State Intervention in Higher Education*. Since state control of higher education is virtually unlimited in law, they sought to identify policies which reflect the primary responsibilities for higher education which describe current state roles and practices—

134

1. *Governance, coordination, and administration.* Establishing the number, type, and location of campuses, organizing campuses through governing and coordinating structures to assure implementation of state policy, formulating and enforcing state plans, and conducting policy studies and analyses; planning and coordinating programs of private non-profit and proprietary institutions.

2. *Access.* Establishing the numbers, geographic distribution (in-state vs. out-of-state), and qualifications of students; determining the amount and conditions of student financial aid; and establishing procedures to assure equitable access and equal opportunity.

3. *Instruction.* Establishing criteria or procedures for determining the adequacy of new and existing academic programs, and for assuring geographically equitable distribution of basic programs, and avoidance of unnecessary duplication.

4. *Research.* Establishing research programs for specific purposes, and for conducting investigations of issues relevant to the state, and establishing the conditions for the conduct of research funded from other than state funds.

5. *Public service.* Establishing educational and training requirements for occupational and professional licensing, both entry-level and recertification.

6. *General support.* Determining the levels of support by establishing formulas or guidelines, including general salary levels and distribution of salary increments, using budgetary procedures or funding levels to implement or enforce policy positions in virtually all areas of higher education.

7. *Accountability.* Requiring adherence to standard accounting procedures, conducting audits of accounts, establishing procedures for purchasing and construction, and establishing standards for faculty activity.

There are three kinds of situations in which state and federal postsecondary policies can create tensions and inefficiencies. The first concerns federal and state programs which are directed toward the same goals but are administered independently of each other. Current programs which illustrate this situation include student assistance to remove financial barriers to postsecondary education, and education and training programs for manpower development. What national purpose is served by the separate administration of student financial assistance programs? What national purpose is served when federal and state support is provided for planning and coordination of postsecondary education programs but most federal aid bypasses the state mechanism?

Another area of difficulty involves categorical programs which address issues of low priority at the state level, but which act to divert state resources from problems of greater significance by requiring that matching funds be provided from non-federal sources to partially support program costs. This kind of problem is likely to arise when the primary program relationship is between the federal government and institutions of higher education or local agencies.

A third problem area can occur when federal and state goals are similar but when mechanisms for achieving these goals are significantly different. An example of this can be seen in the ways in which federal and state support is provided to maintain institutional health. At the federal level this goal is supported primarily by funds provided for research, by financial aid to learners which increases institutional revenues through increases in enrollments, and by tax relief for contributions made to higher education. States provide direct subsidies to institutions in support of their instructional programs.

FEDERAL-STATE ISSUES IN TITLE I, HIGHER EDUCATION ACT

Some issues involving federal-state relations can be seen in the amendments to Title I currently being proposed and in the divergent opinions about the success of this program:

1. *Coordination and administration.* The legislation currently provides support for state-level planning and administration of the community service and continuing education program, including planning for the use of both collegiate sector and other resources which exist in states and local communities. Advocates for retaining this provision argue that primary responsibility for education resides with states and that federal programs should reinforce state responsibilities whenever possible; and that the identification of needs which are of highest priority, and the existing resources appropriate for addressing these needs, are tasks which can only be accomplished at the state level.

Arguments for amending the legislation to enable direct federal-institutional grantmaking have been presented by both the Administration and by groups who claim that institutional grants would be more effective in meeting both national and local needs and would make more funds available for programs by eliminating the costs of state administration.

Another issue related to coordination of the Title I program involves the flexibility given to states to designate the agency responsible for administering the program. The legislation does not require any linkage between the Title I agency and the 1202 commissions, which were created by federal law and receive federal support for the specific purpose of undertaking comprehensive planning for postsecondary education. Furthermore, the Commissioner is not required to notify the state Title I agency or the State 1202 Commission (if they are different) about applications received from, or grants made to, institutions of postsecondary education under the discretionary grant provisions of Title I.

2. *Program purposes.* Divergent views are presented about the purpose of the Title I program. There is reason to believe that this results from a lack of clarity about the purposes which the federal government is willing to support rather than from confusion about the intent of the law. One position is that the purpose of Title I is to strengthen and develop institutional community service and continuing programs and to create the necessary structures and relationships required for their survival as permanent components of institutions of higher education. This interpretation of program purpose has been the specific justification offered by various Administrations as the basis for recommending elimination of the program. It has customarily been accompanied by the statement that support for institutions of higher education is a state, and not a federal, responsibility.

Another purpose attributed to the program is to help communities solve problems by providing technical assistance and other services to people who have direct responsibility for solving problems of major importance. This position is made vulnerable since it is highly likely that there are other federal programs, with substantially greater funding levels, which were specifically designed to address most, if not all, problems dealt with in Title I projects.

An objective which has been given increasing attention since 1976 when Title I was last amended is that the program is designed primarily to provide continuing education to adults who have been neglected by traditional educational offerings in their communities. At the federal level, this objective is viewed as being encompassed by purposes such as equity of access and opportunities for postsecondary education, which the federal government prefers to address by direct financial aid to learners.

3. *Federal-level coordination and information sharing.* Statewide planning and coordinating mechanisms are in place, stimulated by both federal and state interest in gaining a more complete understanding of the range of learner and institutional needs, and the resources available to serve these needs. At the federal level, there is no focal point for information about the hundreds of programs which provide support for postsecondary education, their purposes, the clientele served, and their relationship to broad social goals. The planning and coordination activities mandated to the 1202 Commissions have no counterpart at the federal level. The responsibilities mandated to the Commissioner in Sec. 111, of Title I: "to provide for coordination between community service and continuing education programs conducted by him with all other appropriate offices and agencies," has never been fulfilled.

4. *The continuing education delivery system.* The 17 million adults who participate annually in continuing education are served by hundreds of thousands of providers from individual tutors to large, university-based continuing education programs, offering learning opportunities of enormous diversity in content and in modes of delivery. This mosaic pattern evolved in response to the multitude of learning needs of adults, and their equally varied preferences about location, price, and sponsorship. It is sustained primarily by learner satisfaction.

Despite awareness of the origins and benefits of the diversity in the field of continuing education, only programs sponsored by the collegiate sector are eligible to receive support from the Title I program. Increasing criticism is being levied against limiting support to one segment of the provider system. What federal goal is being served by this policy?

WHERE DO WE GO FROM HERE?

Several alternatives for further action are suggested by this review. Among the possible responses to these suggestions are: to identify specific tasks for immediate attention by a Council ad hoc committee; to identify activities which are more appropriate to the responsibilities of others, and to bring these issues to the attention of the appropriate agencies; and/or identify issues of interest to the Council but which should be undertaken at a later date or postponed until additional staff support could be obtained:

1. An analysis of federally-supported postsecondary continuing education programs to identify their purposes, funding patterns, beneficiaries, relationships to national goals, and to state and institutional responsibilities.

2. The development of strategies for identifying the divergent positions on basic issues in federal-state relations in postsecondary education, and for assisting in mediating a resolution of these issues.

3. An analysis of funding mechanisms (student assistance, general institutional support, categorical institutional support, general state funding for postsecondary education, tax relief) in terms of their relationships to selected goals for postsecondary education.

4. Identification of strategies for creating an ongoing system of gathering and analyzing information about federal-level postsecondary continuing education programs, including roles and responsibilities for sustaining such a mechanism. (It may be possible to complete this task in conjunction with the study undertaken in Item 1.)

Report
of
Activities Supported
By The
Community Service and Continuing Education Program
Title IA of the Higher Education Act of 1965

Based on Information
Provided
by the
U.S. Office of Education

Community Service and Continuing Education
Title IA of the Higher Education Act

This report describes federal and state Title I program activities funded in FY 1977, FY 1978, and activities related to the development of the FY 1979 amendments to state plans.

The Education Amendments of 1976 expanded the scope of Title IA by adding two new programs to community service: continuing education and planning for resource sharing. In their response to the U.S. Office of Education's request for annual program plan amendments for Fiscal Year 1978, the two new program areas were included for the first time in state program plans. State program plans for 1979 show a growing commitment to continuing education and, to a lesser extent, a developing understanding of and interest in planning for resource sharing.

The Office of Education has interpreted the Amendments of 1976 by differentiating between the two principal program areas: community service is oriented toward problems of groups, while continuing education is oriented to the needs and interests of individuals. The third program area, "resource materials sharing", was clarified to mean planning for resource sharing. This places the emphasis on "planning" and removes the confining term "materials". It also is interpreted to authorize planning grants which may lead to, but not necessarily include, the resource sharing component of either community service or continuing education projects.

Distribution of funds under P.L. 89-329, as amended by P.L. 92-318 and P.L. 94-482 Higher Education Act, Title I, Part A, Community Service and Continuing Education:

	FY 1977	FY 1978	FY 1979
Alabama	227,171	237,908	227,171
Alaska	111,738	111,738	111,738
Arizona	170,899	170,899	170,899
Arkansas	172,525	172,525	172,525
California	837,200	1,395,067	1,190,618
Colorado	185,383	185,393	185,383
Connecticut	211,243	211,243	211,243
Delaware	120,623	120,623	120,623
District of Columbia	127,161	127,161	127,161
Florida	365,358	544,720	462,095
Georgia	270,946	324,515	275,719
Hawaii	129,472	129,472	129,472
Idaho	127,269	127,269	127,269
Illinois	506,109	736,889	619,207
Indiana	290,919	349,655	293,920
Iowa	204,164	204,164	204,164
Kansas	181,915	181,915	181,915
Kentucky	219,405	222,902	219,405
Louisiana	235,008	250,477	235,008
Maine	137,057	137,057	137,057
Maryland	246,205	271,274	246,205
Massachusetts	309,339	382,627	320,364
Michigan	425,530	599,607	504,139
Minnesota	240,029	258,046	240,029
Mississippi	181,482	181,482	181,482
Missouri	271,451	313,722	271,451
Montana	125,860	125,860	125,860
Nebraska	155,188	155,188	155,188
Nevada	119,251	119,251	119,251
New Hampshire	127,955	127,955	127,955
New Jersey	365,430	482,594	406,000
New Mexico	138,863	138,863	138,863
New York	763,375	1,189,605	998,709
North Carolina	288,571	358,079	302,162
North Dakota	122,899	122,899	122,899
Ohio	487,255	706,483	591,380
Oklahoma	195,098	195,098	195,098
Oregon	178,917	178,917	178,917
Pennsylvania	529,983	780,521	652,898
Rhode Island	134,998	134,998	134,998
South Carolina	197,085	197,085	197,085
South Dakota	124,560	124,560	124,560
Tennessee	247,072	274,630	247,072
Texas	519,111	805,332	696,989
Utah	140,705	140,705	140,705
Vermont	116,614	116,614	116,614
Virginia	272,101	327,806	279,481
Washington	223,451	234,222	223,451
West Virginia	164,831	164,831	164,831
Wisconsin	263,469	302,008	263,469
Wyoming	112,497	112,497	112,497
Amer. Samoa	25,981	25,981	25,981
Guam	28,070	28,070	28,070
Puerto Rico	122,953	203,752	177,304
Virgin Islands	27,256	27,256	27,256
Totals: State Grant	12,825,00	15,850,000	14,250,000
Special Projects	1,300,000	1,800,000	1,600,000
Technical Assist.		350,000	150,000
Total: Title I	14,125,000	18,000,000	16,000,000

TABLE 1

Number of Completed Projects by Primary Area of Activity

Primary Area of Activity	FY 1977 Number of Projects	FY 1977 %	FY 1978 Number of Projects	FY 1978 %
Community Service	418	74.5	358	59.5
Continuing Education	140	25.0	235	39.0
Resource Sharing	3	.5	9	1.5
Total	561	100.0	602	100.0

As the total allotment to the States in FY 1977 increased 15%, the total number of projects showed a 6% increase from 581 projects completed in FY 1977 to 602 projects in FY 1978. Since the enactment of the Education Amendments of 1976 the number of projects completed in the area of community service decreased 14% from 418 projects in 1977 to 358 in 1978, while the number of projects in the area of continuing education increased 41%, from 140 projects in 1977 to 235 projects in 1978. Planning for resource sharing also increased from 3 projects in 1977 to 9 projects in 1978. Although there was an increase in planning for resource sharing the States have yet to realize their fullest potential in this area.

TABLE 2

Predominant Location of Primary Activity

Location	FY 1977 Number of Projects	FY 1977 %	FY 1978 Number of Projects	FY 1978 %
On-Campus	226	40.3	242	40.2
Off-Campus	335	59.7	360	59.8
Total	561	100.0	602	100.0

Providing program activities in areas where service is not otherwise available, colleges and universities increased both on-campus and off-campus projects by 7% in FY 1978. Improving geographical accessibility and matching community problems with available resources helps solve deterrents to citizen participation. More than half of the projects concluded in FY 1978 were held at off-campus, community locations.

TABLE 3

NUMBER OF STATE-APPROVED CSCE PROJECTS BY PROBLEM/NEED TOPIC

FY 1978

Topic	Number of Projects	%
Aging/Elderly	67	11
Government	57	9
Housing	10	2
Poverty/Low Income	16	3
Transportation	5	1
Environmental Quality	12	2
Youth Opportunities	2	1
Recreation	14	2
Employment	52	9
Consumer Education	14	2
Women	58	10
Crime/Law Enforcement	13	2
Health	20	3
Economic Development	26	4
Human Relations	42	7
Personal Development	44	7
Education/School Systems	31	5
Energy Related	36	6
Land Use	10	2
Community Development	37	6
Multi-Topic	36	6
Total	602	100

Twenty problem/need topics were addressed through the 602 projects completed in FY 1978. The largest number of projects were in the topics of aging (11%), women (10%) and government (9%) followed by employment (9%), human relations (7%) and personal development (7%). The broad range of problem/need topics responded to identified concerns and interest of individuals and large unserved segments in communities nationwide.

Six percent of the projects completed in FY 1978 were categorized in a multi-topic area. These projects clearly addressed more than one problem or need in the community. However, many projects categorized in only one category touched on other areas as well.

TABLE 4

Mode of Program Delivery

	FY 1978		FY 1977	
Delivery Mode	Number of Projects	%	Number of Projects	%
New Degree-Credit Courses	33	6	31	5
Credit Free Courses	82	15	83	14
Conferences/Workshops/Seminars	295	53	315	52
Technical Assistance including planning and evaluation	70	12	68	11
Counseling	28	5	48	8
Action Research	19	3	34	6
Mass Communication	34	6	23	4
Total	561	100	602	100

Slightly more than half the projects completed in FY 1977 and FY 1978 have been delivered through conferences, workshops and seminars. The predominance of these delivery modes demonstrates that their format effectively accommodates responsiveness in the national program. Credit free courses and technical assistance are delivery modes which follow in popularity and provide depressurized opportunities for assistance and learning. Counseling, as a delivery mode, usually provides information where problems, needs and interest are unique to an individual or group of individuals. The use of mass communications declined as a delivery mechanism due to, in some instances, lack of measurability of project effectiveness.

TABLE 5

Number of Projects by Geographical Area Served

	FY 1977		FY 1978	
Area Served	Number of Projects	%	Number of Projects	%
Urban	177	31.6	181	30
Rural	97	17.3	98	16.3
Suburban	22	3.9	45	7.5
Regional	120	21.4	131	21.8
Statewide	145	25.8	147	24.4
Total	561	100.0	602	100.0

Since particular emphasis in the legislation is placed on urban and suburban community problems, we note an increase in FY 1978 projects completed in these geographical areas. Projects in urban areas increased 2% while suburban projects jumped 51%. Also, increases shown in regional and statewide geographical areas are indicative of a maturing concept in national program potential, in many cases involving promotions of consortial arrangements among collegiate institutions. Regional projects in the States increased 8% and statewide projects increased 2% in FY 1978.

TABLE 6

Number of CSCE Projects by Type of Developmental History

	FY 1977		FY 1978	
Type of Developmental History	Number of Projects	%	Number of Projects	
New Project	333	59.4	336	55.8
Continuation of earlier CSCE Project	188	33.5	197	32.7
Major Revision of earlier CSCE Project	14	2.5	36	6.0
Expansion of Existing Institutional Activity	26	4.6	33	5.5
Total	561	100.0	602	100.0

The majority of projects completed in FY 1978 were newly developed and implemented in response to community problems, needs and interests, or were continuations of earlier projects addressing priority problem areas. Major revision of earlier projects, providing assistance in solution of recurring problem areas, increased 61% in FY 1978 over projects concluded in FY 1977. In response to unserved or underserved population groups activities increased 21% in projects completed.

TABLE 7

Follow-up Activity of CSCE Projects Initiated under Title I-A, HEA, 1965

	FY 1977		FY 1978	
Source of Funds	Number of Projects	%	Number of Projects	%
Continued under Title I	195	34.8	221	36.7
Continued with other Federal funds	25	4.5	35	5.8
Continued with non-Federal funds	153	27.2	167	27.7
Accomplished: No further Plans	177	31.5	169	28.1
Unsuccessful: No Further Funding	11	2.0	10	1.7
Total	561	100.0	602	100.0

Projects initiated under the program, in the majority of cases, are continued with Title IA support. This effort promotes greater total impact by giving projects an opportunity to build a stronger base and increases their potential of being institutionalized. Projects continued with non-Federal funds demonstrate the value of their innovative approaches.

TABLE 8

Number and Type of Participating CSCE Institutions

	FY 1976		FY 1977		FY 1978	
	Number of Institutions	%	Number of Institutions	%	Number of Institutions	%
Land Grant and State Universities	85	13.2	104	14.1	73	11
Four-Year Public	170	26.4	217	29.4	257	38
Four-Year Private	148	22.9	142	19.3	135	22
Two-Year Public	229	33.5	252	34.1	174	26
Two-Year Private	13	2.0	22	3.1	19	3
Total	645	100.0	737	100.0	674	100.0

Faculty and support resources of 595 public and private collegiate institutions participated in efforts of the community service and continuing education program. The major share of projects completed in FY 1978 were carried out in the 4 year public institutions. The number of 4 year public institutions participating in the program has increased 34% since 1976.

The total number of projects distributed among colleges and universities has declined since 1976 due to a U.S.O.E. initiative to concentrate program efforts and resources in larger, more effective projects resulting in greater impact in recognizable, reportable problem area.

TABLE 9

Source of Matching Funds

	FY 1977		FY 1978	
Source	Number of Projects	%	Number of Projects	%
State/Local Government	43	8	43	8
Institutional Funds	477	85	526	87
Private Funds	21	4	14	2
Other	20	3	19	3
Total	561	100	602	100

Institutional funds continue to be the primary source of matching funds in the States. Except in States where high institutional overhead exists, colleges are using assigned faculty time to meet the matching requirements. By involving more faculty, more quality projects are being produced. As indicated in the table, other sources of matching seem not abundant and removal of Federal funds would tend to reduce program activities.

II. Special Projects

Section 106, Title IA of the Higher Education Act, authorizes the U.S. Commissioner of Education to make grants to institutions of higher education for special continuing education projects designed to seek solutions to national and regional problems related to social and technological change and environmental pollution.

Final results of the demonstration projects funded with FY 1977 monies are now being disseminated. Examples of the most successful projects are:

The Center for Law and The Deaf

This center was established at Gallaudet College to develop ongoing community legal services and continuing legal education opportunities for deaf citizens. The center became so popular that several mini-centers were set up in other cities. Gallaudet College has now taken over the responsibility of funding the center.

Information Processing and Management Strategies for Small Towns

The focus of this project at the University of Georgia was the current unserved training needs of small town government. A training package and a handbook for use by colleges and universities was developed and tested in five regions of the country. The final refinement, following the regional testing, is now being requested throughout the country.

Experimenting in Energy Conservation for the Home Building Industry

An experimental education program on energy conservation was developed for participants in the building industry. The program was designed to increase awareness of national and regional energy policies, to augment acceptance of conservation principles, and to provide information on new merchandising techniques for homes with energy conservation systems. The project concluded with a successful national conference in Washington, D.C. to disseminate the results to the home building industry.

City Hall and University Cooperation for the Application of Urban Research and Decision Technology through Continuing Education

This project, a cooperative effort between officials in four cities (Harrisburg, York and Wilkes-Barre, Pennsylvania, and Bridgeport, Connecticut) and Pennsylvania State University specialists in public administration, was designed to improve the effectiveness and efficiency of city government. This was accomplished through the introduction of new management techniques and alternatives for making decisions about housing and community development programs and municipal services. The project's reports have been listed in a number of publications, 2000 reports have been distributed and a product of the project, *Applied Program Evaluation in Local Government* will be published in 1979.

In order to provide a sharper focus to the broad language of the statute the Commissioner established the following funding priorities for Fiscal Year 1978:

(1) Experimentation with programs of continuing education directed to the problems of regional or national water or energy conservation, land use planning, and/or environmental pollution.

(2) Demonstrations of effective linkages between institutions of higher education and management and/or organized labor in developing innovative continuing education programs to retrain workers whose jobs have been adversely affected by technological change.

(3) Planning and demonstration of resource sharing among institutions of higher education, agencies, and organizations, that expand continuing education opportunities for particular populations who have traditionally been underserved such as women, minorties, the handicapped, older adults and parents/families.

(4) Demonstrations of new or improved professional development programs to meet the needs of individuals working in continuing education and postsecondary lifelong learning.

(5) Evaluations of selected non-traditional degree programs that meet the continuing education needs of adults particularly those that integrate liberal and experimental learning.

(6) Demonstrations of innovative State or local between postsecondary continuing education programs which provide effective linkages and State or local comprehensive manpower programs to enhance long-term employability.

Based on these priorities twelve continuation grants for projects initiated with FY 1977 funds were approved utilizing $900,000 of the $1,800,000 available for FY 1978. The remaining $900,000 was set aside for new starts. Twelve projects were selected for funding from from the 275 proposals received.

1. University of Wisconsin—Stevens Point
   "Model for Improved Access for Tribal People"
2. Syracuse University
   "Competency Based Professional Development Programs for Counselors of Adults"
3. University of Texas—Arlington
   "Project REACH"
4. Bowling Green State University
   "Energy Conservation Policy Development"
5. Trenton State College
   "Energy Conservation Center"
6. Temple University
   "Continuing Education Network System"
7. University of Southern California
   "Training Adult Educators in Community Settings"
8. University of Wisconsin-Green Bay
   "The Extended Degree Comprehensive Assessment Plan (EDCAP)"
9. Western Illinois University
   "Evaluation of Non-traditional Undergraduate Degree Program"
10. Chicago City Colleges
    "Continuing Education for Developmentally Disabled Adults"
11. Roxbury Community College
    "Options for the Technologically Displaced Unemployed"
12. Lyndon State College
    "A Consortium of Industry and Higher Education for Rural Industrial Education in Vermont"

TECHNICAL ASSISTANCE

The Education Amendments of 1976 includes authority for the Commissioner to provide technical assistance to States and institutions of higher education, including—

- Establishment of a national diffusion network for successful continuing education programs.
- Assistance in improving planning and evaluation techniques.
- Helping States and institutions to meet the challenge of changing enrollment patterns in postsecondary education.

Fiscal Year 1978 was the first year that funds became available to support technical assistance activities. A contract for $270,000 was awarded to the Far West Laboratory for Educational Research and Development to plan and begin the implementation of a technical assistance diffusion network. The major activities planned under the contract were: The development of validation criteria for successful projects; and the beginning of a diffusion network highlighted by the publication of a newsletter and the drafting of a series of case studies of successful projects.

In addition, two specific technical assistance efforts were supported. In May of 1978, University Consultants Inc. carried out a series of professional development workshops for Title I state administrators and for planning officers in state postsecondary education agencies. Also a contract was awarded to the National University Extension Association to carry out workshops on continuing education at comparatively small institutions. These were conducted in January, 1979.

Council Meetings, January 1, 1978—September 30, 1979

FEBRUARY 28-MARCH 3, 1978
ST. LOUIS, MISSOURI
- Continuing Education Policy Committee
- Title I Committee (Public Hearings)
- Full Council (Partly Closed)

MAY 10-11, 1978
ALEXANDRIA, VIRGINIA
- Full Council
- Selection Committee (Closed)

MAY 24, 1978
WASHINGTON, D.C.
- Selection Committee (Closed)

JUNE 21-23, 1978
SEATTLE, WASHINGTON
- Title I Committee (Public Hearing)
- Continuing Education Policy Committee
- Full Council (Partly Closed)

SEPTEMBER 27-29, 1978
NEW ORLEANS, LOUISIANA
- Title I Committee
- Continuing Education Policy Committee
- Full Council

OCTOBER 31-NOVEMBER 1, 1978
WASHINGTON, D.C.
- Title I Committee

NOVEMBER 5-6, 1978
WASHINGTON, D.C.
- Adult Learners and Federal Financial Aid Committee

NOVEMBER 8-9, 1978
WASHINGTON, D.C.
- Private Sector Support for Continuing Education Committee

NOVEMBER 27-28, 1978
WASHINGTON, D.C.
- International Dimensions of Continuing Education Committee

DECEMBER 13-15, 1978
SAN FRANCISCO, CALIFORNIA
- Full Council
- International Dimensions of Continuing Education Committee
- Private Sector Support for Continuing Education Committee
- Adult Learners and Federal Financial Aid Committee
- Title I Committee

JANUARY 22, 1979
WASHINGTON, D.C.
- Title I Committee

FEBRUARY 5-6, 1979
WASHINGTON, D.C.
- Executive Committee

MARCH 11-12, 1979
WASHINGTON, D.C.
- International Dimensions of Continuing Education Committee

APRIL 4-6, 1979
WASHINGTON, D.C.
- Full Council
- Title I Committee
- International Dimensions of Continuing Education Committee

MAY 15, 1979
WASHINGTON, D.C.
- International Dimensions of Continuing Education Committee

JUNE 13-15, 1979
DENVER, COLORADO
- Full Council

SEPTEMBER 19-21, 1979
CHARLESTON, SOUTH CAROLINA
- Full Council

☆ U.S. GOVERNMENT PRINTING OFFICE : 1979—O-300-881